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Progress report on follow-up to the World Summit for Children

Summary

This seventh annual progress report on implementation of the Declaration and Plan of Action of the World Summit for Children provides a global overview of progress towards the major Summit goals. As requested by the Executive Board in decision 1997/20 (E/ICEF/1997/12/Rev.1), it also contains information on actions taken to respond to the needs of children requiring special protection measures, such as those affected by child labour, sexual exploitation and disabilities. Also in response to decision 1997/20, it includes an annex on steps taken to implement the strategy for improved nutrition of children and women in developing countries.

Available data indicate that the ratification of the Convention on the Rights of the Child by 191 countries and the endorsement of the Summit Declaration and Plan of Action by 181 countries have enabled the mobilization of a broad base of support and the creation of partnerships for children everywhere. Available data reveal that while there has been general progress towards the major Summit goals, it is imperative to enhance national and international efforts if they are to be achieved. The report identifies priority actions designed to accelerate progress towards the goals during the period 1998-2000.

* E/ICEF/1998/7.

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Introduction

1. Paragraph 35 (v) of the Plan of Action of the World Summit for Children requested the governing bodies of the relevant specialized agencies and the United Nations organs to include a periodic review of implementation of the Declaration and Plan of Action at their regular sessions. The Executive Director thus submits to the Executive Board the seventh annual progress report on follow-up to the World Summit for Children.

2. The report provides a global overview of progress made towards the major Summit goals. It identifies specific actions required to accelerate progress between now and the end of the decade, taking into account the lessons learned at mid-decade and the findings that are emerging from multiple indicator cluster surveys (MICS) (see paragraph 11 below).

I. Overview of progress towards the goals for children

A. The global context

3. The firm commitments made at the Summit to give every child a better future and to give high priority to children's rights continue to be relevant. Today, there is greater recognition of the human rights of children, as illustrated by the near universal ratification of the Convention on the Rights of the Child, the campaigns for its wide dissemination and the development of national implementation and monitoring processes. As of February 1998, 125 reports had been submitted to the Committee on the Rights of the Child, including eight periodic reports indicating the progress achieved since the initial report. These reports provide information on the achievement of the Summit goals and on national programmes of action (NPAs), which facilitate the development of national strategies for the realization of children's rights. To date, 181 countries, the majority of which have adopted NPAs, have signed the World Declaration on the Survival, Protection and Development of Children.

4. The time-bound goals identified by the Summit continue to provide a decisive tool for mobilizing commitment around children and measuring progress towards the realization of their rights. The implementation of the Summit agenda has become increasingly imbued by the values of the Convention on the Rights of the Child. Thus, it has become essential to assess the situation of all groups of children, shed light on the forgotten, identify the unreached and provide priority attention to those living in the most vulnerable circumstances. Averages, although important, are recognized as insufficient; disaggregation of data is essential in order to reveal persisting geographic, economic, social or gender disparities and to promote change and improvement. Achieving good results has become as important as considering processes, thus allowing for the assessment of root causes, the development of long-term strategies and the assurance of sustainability of interventions. The combined efforts of government authorities, the private sector and civil society have widened alliances and partnerships in favour of children. Multi-sectoral and integrated policies on children have been developed, national mechanisms on children have been established and a process towards decentralization has taken place which promotes solutions that are closely adjusted to the specific realities in which children live and is increasingly informed by a participatory decision-making process. Across regions, there are increasing numbers of children's parliaments, elections, opinion polls and participation in school and municipal councils, in addition to monitoring and reporting activities on the implementation of their rights.

5. Available data suggest that general progress has been made towards the Summit goals and that the significant progress made by mid-decade has been sustained in the majority of countries. Under-five mortality continues to improve globally, as do child nutrition, primary school attendance and adult literacy. Polio and dracunculiasis (guinea worm disease) are nearing eradication, improved oral rehydration therapy coverage continues to be reported and measles immunization has improved in many countries. Numerous countries continue to report improvements in breast-feeding, access to safe water and early childhood development, as well as reductions in iodine deficiency disorders, vitamin A deficiency or gender gaps in education.

6. However, based on currently available data, it appears that achieving the year 2000 targets set for the major goals will be difficult at the global and many regional levels. Without a major change in current trends, only East Asia and the Pacific, Central and Eastern Europe, the Commonwealth of Independent States (CIS) and the Baltic States and the industrialized countries appear to be on track to achieve the basic education target; the industrialized countries alone for the under-five mortality target, and no region for the malnutrition, safe water, sanitation or adult literacy targets. While this situation can be changed significantly by efforts at country level, together with clear commitment and mobilization by the international community, time is short to make it happen before the end of the decade.

7. National, regional and global reviews of progress towards the end-decade goals and the lessons learned over the past few years have shed light on the realities facing children and on issues requiring urgent consideration. These include the continuing rise in poverty, sharp declines in official development assistance (ODA) and the allocation of resources to basic social services, the striking spread of the HIV/AIDS pandemic and the increasing number of humanitarian emergencies affecting children.

8. During the 1990s, the world economy has performed strongly. The proportion of the population living in countries with 3 per cent or greater growth in gross domestic product per capita nearly doubled from 44 per cent in 1991 to 73 per cent in 1997. However, growth has become more "unequalizing"; income disparities have been widening in many countries and the number of people living in poverty continues to rise. According to the World Bank, 1.3 billion people live below the poverty line of $1 a day, of whom around one half are children. This greater inequality is often attributed to globalization, which has created major challenges for States to provide social protection for disadvantaged groups and to assist families with their child-rearing responsibilities, to prevent international economic integration from resulting in domestic social disintegration.

9. ODA as a proportion of donors' combined gross national product (GNP) declined from nearly 0.40 per cent in the early 1980s to an all-time low of 0.25 per cent in 1996. Since 1992, the absolute amount of ODA has declined continuously. Had the trend of the 1980s continued into the 1990s, the amount of ODA in 1996 would have been $15 billion higher - or nearly 30 per cent above the actual amount. Not only has real ODA declined, but the proportion allocated to the least developed and other low-income countries has not increased. Similarly, the share allocated to the basic social sectors has been insufficient to compensate for the decline in total ODA and remains well below the threshold recommended by the 20/20 initiative.

10. Since 1990, the number of humanitarian emergencies has increased from 20-25 to about 65-70 per year. The number of children affected has risen several-fold, social investment has decreased and access to services has been made more difficult. These emergencies have had a devastating impact on the family environment of children, inhibiting family structures from providing the necessary support and assistance to the child, provoking huge numbers of orphaned, displaced and refugee children and paving the way for a dramatic number of powerless child-

headed households that often are invisible and thus vulnerable to abuse and exploitation. In addition, HIV/AIDS has become a major cause of death in large areas of sub-Saharan Africa and parts of South and East Asia. Some 8 million children are orphans due to HIV/AIDS and it is estimated that this number will reach nearly 40 million by 2010. In the absence of a dramatic breakthrough in AIDS prevention or treatment, AIDS-related mortality in the next 20 years will significantly reduce global gains in child survival. These factors partly explain why progress on key goals has been slow in afflicted countries.

11. In 1997, UNICEF coordinated an evaluation of the MICS methodology, which was used to obtain data for monitoring progress towards the mid-decade goals. The evaluation assessed how MICS functioned and whether they might be adapted for future monitoring of the Summit goals and implementation of the Convention on the Rights of the Child. Its preliminary conclusions indicate that MICS have improved countries' capacities for survey research, data collection, analysis and reporting both at the national and subnational levels, thus enhancing their ability to monitor progress on the situation and rights of children. MICS have promoted intersectoral collaboration and have been used for advocacy for policy reform, programme planning and fund-raising on behalf of children. The MICS methodology has been shown to have a comparative advantage over other methods because it is based on probability sampling and is cost-efficient. The evaluation suggests using MICS as one relevant method for measuring both progress at the end of the decade and implementation of the Convention. It concludes that future MICS cannot be conducted in most countries without external financial assistance and additional technical support.

12. The availability of recent data for monitoring progress towards the Summit goals has improved during the decade. More countries have recent, good-quality data for child mortality and child malnutrition, with the number of countries with recent data on the latter having improved by nearly one half since it was reported in *The Progress of Nations* 1993. Weak data on water and sanitation have improved and sparse data on net primary school enrolment have been supplemented with attendance data, through the use of such surveys as MICS and demographic and household surveys. Much remains to be done, however. Currently available data on maternal mortality are inadequate for reporting on progress for most countries. Water and sanitation data still have major limitations, particularly in terms of comparability for assessing trends. The recent improved coverage of countries with timely data on primary-school-age children attending school is in danger of being lost without major improvements in routine national educational data systems. While there are more countries with recent data on child malnutrition, fewer countries have time-series data for assessing trends over the decade. Even for child mortality data, which have the most extensive set of time-series data, the increase to the year 2000 in deaths of children under five years of age from HIV/AIDS is likely to be underreported using the present measurement methods.

13. The progress report on follow-up to the World Summit for Children presented to the Executive Board in 1997 (E/ICEF/1997/14) identified the steps required to accelerate progress towards the achievement of the goals for the year 2000. One year later, they continue to constitute major challenges, despite the important developments identified below:

(a) *Strengthen linkages between the Convention and the Summit goals*. As indicated above, there has been considerable progress towards the realization of children's rights and in the achievement of the Summit goals. The Convention on the Rights of the Child increasingly is used as a framework within which steps towards the achievement of the goals are designed and implemented. The synergy created between the Convention and the Summit agenda has, ***inter alia***, paved the way for the identification of major child rights indicators to address all areas relevant to the lives of children. In this process, UNICEF collaborated closely with key partners.

For example, during the Executive Board's first regular session of 1998, the secretariat organized an informal meeting on global monitoring of the situation of children. It also organized an expert meeting on child rights indicators in February 1998;

(b) *Prioritize goals and strategies more closely to local realities*. There has been further progress in the translation of national priorities into subnational programmes. There is an increasing movement towards decentralized NPAs, including at the district, municipal and village levels, for example in Cambodia, Nicaragua, Uganda and Viet Nam. This trend fosters the consideration of policies for children in a context that is closer to their reality, promoting the involvement of communities, families and relevant actors of civil society in their design and implementation;

(c) *Build national capacity*. The enhancement of national capacity has continued to be a major challenge to ensure sustainability of programmes for children as well as to promote a sense of ownership among the relevant actors participating in their design and implementation. Civil society increasingly is involved in these efforts, for example in the promotion of the rights of children and women in Nigeria; in education and the prevention of discrimination, particularly on the basis of gender, in Pakistan, the Philippines and Tunisia; in the reduction of poverty in Bolivia; and in health, including increasing malaria awareness and prevention and efforts to reduce mortality and malnutrition in the United Republic of Tanzania. In all regions, there has been continuing development of national institutions for the promotion of children's rights;

(d) *Mobilize additional resources*. UNICEF supports studies on the financing of basic social services in more than two dozen countries. Their objective is to build national capacities to gather and analyze information on relevant expenditures covered by the 20/20 initiative. Regional workshops on methodologies and findings led to the creation of a strong intergovernmental network of policy makers on the initiative and a major international meeting will be held in Hanoi, Viet Nam later in 1998 to assess progress. UNICEF is working with Governments, the United Nations Development Programme and the World Bank to place the policy issues related to the financing of basic social services on the agenda of round table and consultative group meetings;

(e) *Increase inter-agency coordination, including follow-up to international conferences*. UNICEF has pursued its close cooperation with all levels of the United Nations system, which has gained a new dimension in view of the Secretary-General's reform programme. UNICEF has been active in the pilot phase of the United Nations Development Assistance Framework, the development of Common Country Assessments and in the formulation of sectoral investment programmes in health and education in several countries. The goal of these initiatives is to assist Governments in their development efforts, using as a conceptual basis the legislative framework arising from the international conventions in force in the countries concerned, including the Convention on the Rights of the Child, and from the major international conferences, including the World Summit for Children;

(f) *Modify the UNICEF system for allocation of general resources*. In 1997, the Executive Board adopted a new system for allocating general resources which will give priority to the countries where progress towards the end-decade goals has been lowest, while also allowing for flexibility. The new system will be implemented beginning in January 1999;

(g) *Follow-up to General Assembly resolution 51/186 of 16 December 1996*. This resolution requested the Secretary-General to report to the General Assembly at its fifty-third session on the preparations for the special session in 2001 designed to review the achievements of the goals of the World Summit for Children. The most critical component of this process is the review at the national level, to ensure that it is participatory, actively involves the relevant actors

of civil society, strengthens national capacities, promotes ownership and strengthens the follow-up system. Thus, these reviews will generally enhance the conditions for the effective promotion and realization of child rights. Each region has established an ongoing process to review progress towards the goals. The majority of the regional reviews are conducted at the ministerial level, ensuring important political commitment to the process and its follow-up. They will feed into the global review process, which in turn will allow for the assessment of progress at end-decade and pave the way for the shaping of a new agenda for children for the twenty-first century.

14. The Secretary-General's report to the fifty-third session of the Assembly is expected to be completed in draft by mid-July 1998. To support the preparation of this report, UNICEF has started a process of consultation that includes the agencies responsible for follow-up to other major United Nations conferences.

B. Progress towards the major goals

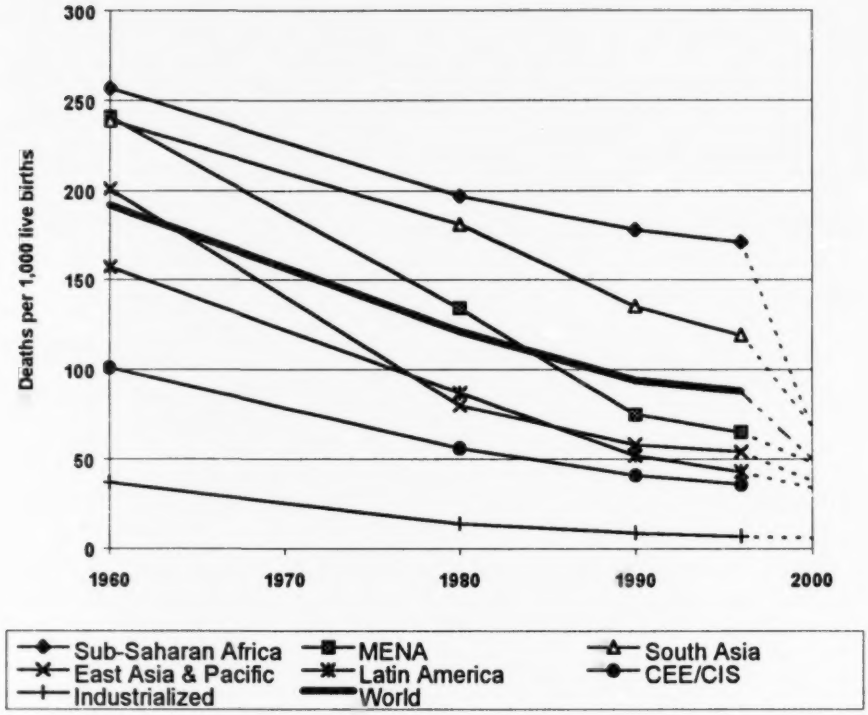
Under-five mortality

15. The Summit goal is to reduce the under-five mortality rate (U5MR) by one third or to 70 per 1,000 live births, whichever is lower. Based on currently available data, very few countries are on track to achieve the goal in sub-Saharan Africa and South Asia. The situation is somewhat better in the other regions, but only one third of counties are on track in East Asia and Pacific, Latin America and Central and Eastern Europe, CIS and the Baltic States. About one half of countries in the Middle East and North Africa and over two thirds of the industrialized countries are on track to achieve a one third reduction in U5MR.

16. Figure 1 (see next page) shows a continuing improvement in all regions, albeit at a decelerating pace in the 1990s compared with earlier decades and at a rate which is insufficient to achieve the end-decade goal. Major contributing factors to the slowdown are: (a) insufficient commitment and resources for the provision of essential services to disadvantaged communities to reduce the five major immediate causes of death of children under five years of age (acute respiratory infections, diarrhoea, measles, malaria and malnutrition); and (b) increased poverty and debt and the reduction in ODA noted earlier. The HIV/AIDS pandemic also is likely to undermine progress towards the end-decade goals. In 1997, the estimated proportion of deaths of children under five years of age due to HIV/AIDS was 4 per cent globally and 10 per cent in sub-Saharan Africa.

17. *Areas of focus.* Immunization coverage, which has stagnated in the 1990s after a rapid increase in the previous decade, must be raised to 90 per cent or more in order to have a significant impact on reducing U5MR. Therefore, the expanded programme on immunization needs to be sustained and widened. An integrated approach, including public education and use of impregnated bednets, has been shown to reduce malaria-related child deaths. Seven out of ten deaths of children under five years are attributable to the five major causes listed in paragraph 16 above or combinations thereof, and many of these deaths could be prevented by better health management. The joint UNICEF/World Health Organization (WHO) approach to the integrated management of childhood illness (IMCI), which became operational in 1996, is a means of significantly improving health management and the health and survival of children.

Figure I - Under-five mortality rates, 1960-2000



Source: UNICEF

Maternal mortality

18. The goal is to reduce 1990 levels of maternal mortality by one half. UNICEF and WHO have estimated that there were approximately 585,000 pregnancy-related deaths in 1990. Another 50 million women live with a permanent injury or chronic disability following complications from pregnancy or delivery. Globally, there is no evidence that significant progress has been made. As the end of the twentieth century approaches, the risk of a woman dying from pregnancy-related causes is 1 in 50 in the developing world and 1 in 10 in many parts of Africa. By contrast, the figure for developed countries can be as low as 1 in 9,000.

19. Several factors have emerged as critical to the reduction of maternal mortality. The Safe Motherhood Consultation held in Colombo, Sri Lanka in October 1997 identified the following: (a) the limited access of women in developing countries to economic resources and basic education, in addition to restrictions on their ability to make decisions related to reproductive and other health and nutritional issues; (b) every pregnant woman can develop sudden, life-threatening complications that will require quality obstetric care. Because attempts to predict these complications before they occur have not been successful, maternal health programmes must ensure access by all women to essential obstetric care services; (c) the attendance of a health

professional (doctor, nurse or midwife) during childbirth is critical; (d) improved nutritional status of women before and during pregnancy can contribute substantially to reducing maternal deaths; (e) extending coverage and improving quality of prenatal and post-natal care will increase the use of services; and (f) training of traditional birth attendants is effective only when supported by mechanisms for referral, supervision, monitoring and evaluation.

20. *Areas of focus.* UNICEF priorities include supporting specific interventions in countries to: (a) educate communities on safe motherhood and the rights of women; (b) improve access to essential obstetric care through support to communication and transport systems; (c) train midwives; (d) improve the nutrition of adolescent girls and women through community-based distribution schemes and antenatal care; (e) establish "mother-friendly" health services to ensure that health facilities provide a basic minimum standard of care for mothers and their infants; and (f) improve the quality of prenatal and post-natal care.

Child malnutrition

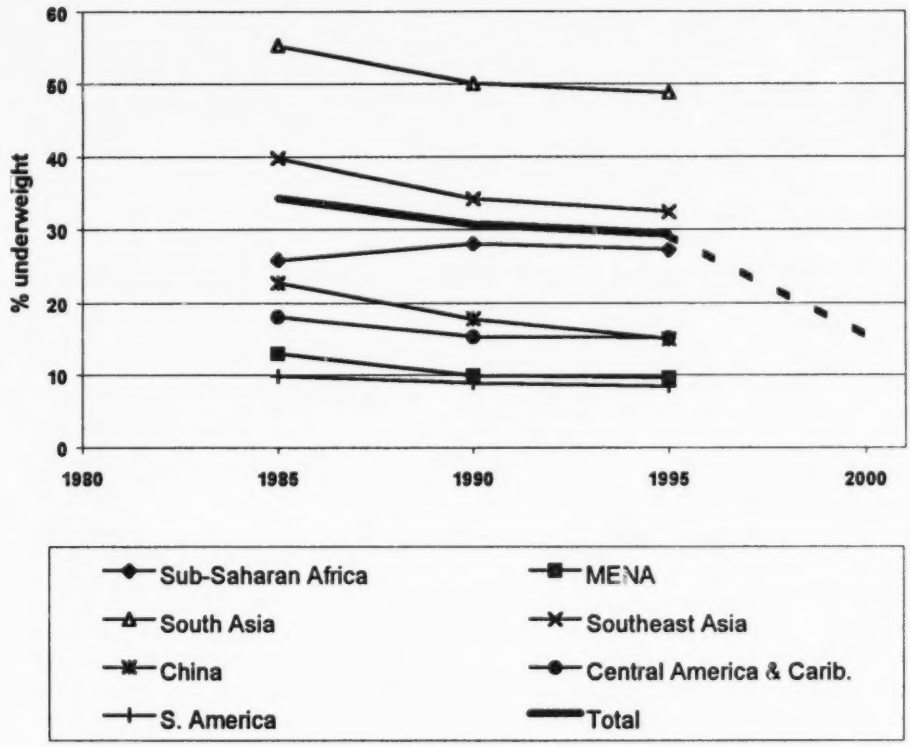
21. The goal is to reduce severe and moderate malnutrition among children under five years of age by one half of 1990 levels. Data on child malnutrition from the Administrative Committee on Coordination Subcommittee on Nutrition show that there has been some improvement in reducing child malnutrition worldwide, but the rate of improvement has decreased substantially in the 1990s as compared to the 1980s (see figure 2 below). Global estimates show a decline from 34 per cent in 1985 to 31 per cent in 1990 and 29 per cent in 1995. For most countries, the rate of decline is substantially lower than what is required to achieve the goal. (See the annex for information on steps taken to implement the strategy for improved nutrition of children and women in developing countries.)

22. Nutritional status is determined not only by household-level factors related to food, health and care, but also by such societal factors as the status of women and macroeconomic factors that affect the resource mobilization capacity of the poor. Improving the status of women and advocacy in favour of social safety nets and social sector spending contribute to reducing malnutrition. Growth faltering seems most commonly to occur between the ages of 3 and 12 months. Before and after this critical period, most children grow at rates that are normal for their age. Many programmes aimed at reducing malnutrition rates fail to focus on this early critical period. There is also a critical link between nutrition in pregnancy and adolescence and the growth and development capacity of young children, which most programmes fail to address.

23. Exclusive breast-feeding is an important action that can help maintain normal growth until six months of age. The Baby-Friendly Hospital Initiative, which aims to protect and promote exclusive breast-feeding, is now operational in nearly 14,000 maternity facilities in 117 countries. However, inadequate complementary feeding, in terms of content, frequency and low-energy density during the second semester of life, remains a problem in many countries.

24. *Areas of focus.* While work must continue to change the fundamental social conditions that impede nutrition, it is imperative also to focus on a number of feasible actions that can result relatively quickly in direct and measurable nutrition improvement. Priority actions for UNICEF include: (a) continued support for breast-feeding; (b) improved complementary feeding; (c) vitamin A supplementation; (d) universal salt iodization; (e) iron and folate supplementation; and (f) growth monitoring in communities and health facilities.

Figure II - Child malnutrition, 1985-2000



Source: ACC/SCN

Safe water and sanitation

25. The goal is to have universal access to safe drinking water and to sanitary means of excreta disposal. Difficulties in measurement, including the differences in the definition of access between countries and even within countries over time, are being ameliorated by efforts to improve routine monitoring systems, bolstered by household surveys (including MICS). The most recent data include reports from 70 such surveys (MICS and demographic and household surveys) and censuses carried out over the last three years.

26. Bearing in mind these data problems, some indicative trends have emerged. From 1990 to the latest data available, access to safe water increased from 45 to 58 per cent in Africa, from 61 to 73 per cent in East Asia and the Pacific and from 79 to 84 per cent in West Asia, and stagnated

at 78 per cent in Latin America and the Caribbean. Access to sanitation has increased from 36 to 52 per cent in Africa, from 30 to 35 per cent in East Asia and the Pacific, from 65 to 68 per cent in West Asia and from 69 to 71 per cent in the Americas and the Caribbean. Markedly improved efforts would have to occur for this goal to be achieved globally or in any region.

27. WHO attributes about 3 million child deaths per year to a lack of hygiene and sanitation. Access to safe drinking water and sanitation are necessary but insufficient conditions to reduce mortality and morbidity in children from diarrhoea and other water-related diseases. This calls for greater synergy among interventions for safe water supply, sanitation, hygiene, health, nutrition and education to ensure the required behavioural changes.

28. *Areas of focus.* To achieve behavioural change, it is necessary to ensure an integrated approach through which sanitation and hygiene education are closely associated with IMCI, early childhood education and primary school education, with a view to informing all segments of society about hygiene and environmental sanitation. Particular attention should be paid to poor urban populations, especially within the context of globalization and trends towards privatization of services, to prevent their further marginalization. The demand for sanitation services must be increased, including through communication interventions aimed at promoting popular participation and increasing the appreciation of the benefits of environmental sanitation. People and communities should be involved in the choice of technologies appropriate to their social, cultural and economic conditions. Country-level capacities to monitor access to water and sanitation and the effective use of services need to be strengthened and decentralization of decision-making in these areas must be enhanced.

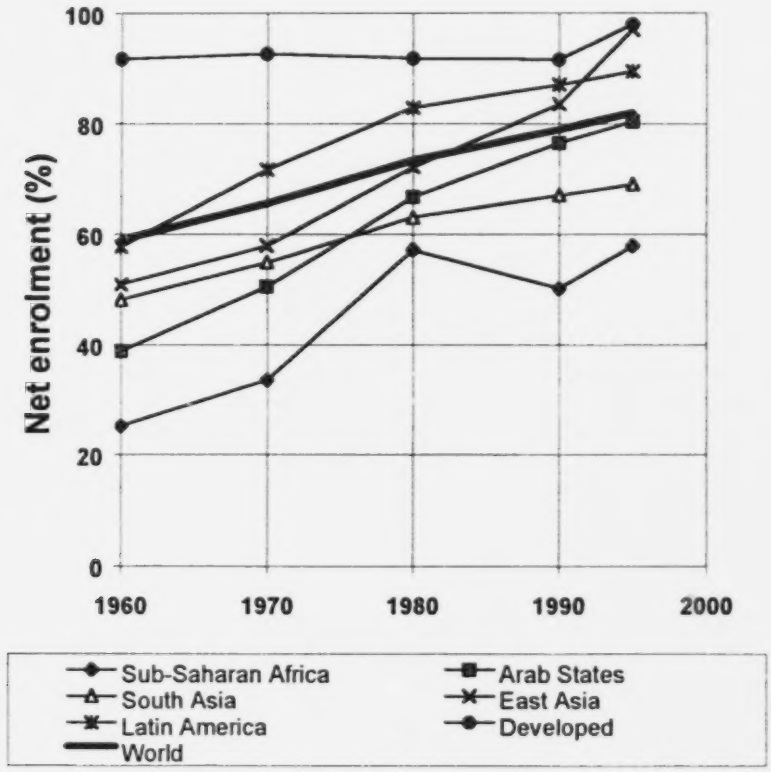
Basic education

29. The goal is to have universal access to basic education and completion of primary education by at least 80 per cent of primary-school-age children. The number of children in primary school continues to increase both globally and for all regions, as indicated in figure 3 (see next page). According to currently available data, however, the increase is insufficient to reach universal access by the year 2000, except in East Asia and the Pacific, Central and Eastern Europe, CIS and the Baltic States and the industrialized countries. The disparity between girls and boys also has been slow to change, with current estimates of gender differences in primary school enrolment of 12 percentage points in South Asia, 9 percentage points in the Middle East and North Africa and 6 percentage points in sub-Saharan Africa.

30. Today, 140 million primary-school-age children still are not in school and many who start school do not reach a minimum level of education (grade 5) before they leave. Only about 60 per cent reach grade 5 in South Asia and two thirds in sub-Saharan Africa. While the numbers of children in school have increased over the last 20 years, the increase sometimes has been at the expense of educational quality.

31. *Areas of focus.* To achieve universal access to basic education, it is essential to close persisting gaps, particularly gender gaps, and to provide equal opportunities for all children. Moreover, access to education must be complemented with quality and relevance of learning in a "child-friendly" environment. Educational systems must be more diverse and flexible to accommodate children's different learning needs through enhanced participatory school systems. Monitoring systems must be reinforced because some of the largest countries do not report on how many primary-school-aged children attend school.

Figure III - Primary school enrolment ratio, 1960-2000



Source: UNESCO and UNICEF

Child protection

32. In contrast to the other major goals, the protection of children in especially difficult circumstances was not expressed in quantitative form in the Summit Plan of Action, but instead as the need to ensure improvement and to tackle the root causes leading to such situations. Progress towards the goal can nonetheless be assessed through a number of qualitative indications:

(a) Following the ratification of the Convention on the Rights of the Child and with the increasing mobilization of civil society around children's rights, child protection concerns have been addressed in the reports submitted by States Parties to the Committee on the Rights of the Child and by most NPAs. These documents often have led to the development of detailed plans of action with specific targets;

(b) Children needing special protection have increased visibility, largely owing to international mobilization around such issues as the impact of armed conflict on children, child labour and sexual exploitation. The agendas for action arising from the report by Mrs. Graça Machel to the General Assembly on the impact of armed conflict on children, the World Congress against Commercial Sexual Exploitation of Children and the Oslo Conference on Child Labour, together with the implementation of the Convention on the Rights of the Child, have paved the way for important national legal and institutional reforms; advocacy campaigns; training, particularly of governmental officials; rehabilitation programmes; research; and data collection. Increasing understanding of the magnitude of the deaths and disabilities caused by land-mines has prompted a global movement for a total ban on their production, stockpiling and sale, resulting in the adoption of the Ottawa Convention. This movement has paved the way for mine awareness and rehabilitation programmes, including education and assistance to children disabled by land-mines;

(c) Several Governments, including those of Canada, the Netherlands, Sweden and the United Kingdom, have included children's rights within policy frameworks guiding development assistance. The Government of Viet Nam increased its allocation of resources to child protection. In the Philippines, the Oslo Agenda for Action already has been incorporated into the guidelines for the 1998 work and financial plans of governmental and non-governmental partners at national and local levels. In Colombia, the launch of a children's movement in favour of peace culminated with a nationwide "mandate for peace" which in turn led to the demobilization of soldiers below the age of 18 years;

(d) Considerably fewer children are now disabled by polio, other vaccine-preventable diseases or dracunculiasis; fewer children are at risk of disability caused by severe malnutrition or low birth weight; and fewer are losing their sight from vitamin A deficiency or are mentally impaired because of iodine deficiency. It is essential to ensure that these gains be sustained and that equal results be achieved in countries affected by emergencies, while further steps be taken to promote the early identification of risk or disability through monitoring, early intervention and the prevention of discrimination, stigmatization and social exclusion of disabled children;

(e) Recognition of the importance of a multi-disciplinary approach to the situation of children in need of special protection has led to the development of new alliances between legislative, judicial and economic bodies, human rights institutions and non-governmental organizations (NGOs). These alliances, which also involve communities and families, have resulted, for example, in a programme on education for working children in the Philippines and the enactment of legislation on compulsory education in Sri Lanka;

(f) UNICEF has worked to improve understanding of these realities through studies, surveys and programme interventions and consolidated its conceptual approach in the policy on children in need of special protection that was adopted by the Executive Board in 1996 (E/ICEF/1996/14). UNICEF has promoted wide advocacy in these areas, for example through issues of the *State of the World's Children* devoted to armed conflict and child labour. Programmatic responses have also increased; in the period 1994-1996, more than three quarters of country programmes addressed child protection issues and in countries where child rights are being placed at the centre of the country programme exercise, child protection issues have been integrated within sectoral programmes. Examples include UNICEF support for the demobilization and reintegration of child soldiers in Colombia and Rwanda; the promotion of education for peace in Liberia; the development of programmes of action against sexual exploitation and child labour, including through educational programmes, in the Philippines; and the development of land-mine awareness campaigns in Angola and in Bosnia and Herzegovina.

33. *Areas of focus.* As the first line of protection for children, families require special assistance in their child-rearing responsibilities, particularly in situations where children are especially vulnerable. Children requiring special protection should be given priority attention and the root causes leading to their vulnerability have to be considered and addressed, including through the promotion of participatory interventions. The strengths of UNICEF in conventional programming areas provides a solid basis for the development of preventive strategies that reduce risks for children. The promotion of universal access to basic education and the improvement of the quality and relevance of educational systems are essential strategies towards that end.

III. Priority areas for action in the period 1998-2000

34. The rapidly changing global context, as described in chapter I above, has created both opportunities for and constraints to achieving the goals of the World Summit for Children in the broader context of the realization of children's rights. These circumstances and the limited time left until the year 2000 demand strategic responses by Governments, the international community and UNICEF if the goals are to be achieved by then.

35. In ratifying the Convention on the Rights of the Child, Governments have committed themselves to ensuring the realization of children's rights, including always to act in the "best interest of the child" and to protect every child from any form of discrimination. In this spirit and as signatories to the declarations of the World Summit for Children and other major international conferences, Governments have made a commitment to keep the promises made, including a "first call" on resources for children. Thus, Governments are required to allocate to the maximum extent all available resources for the realization of the economic, social and cultural rights of children and to assign at least 20 per cent of public expenditure to basic social services.

36. To ensure steady progress, Governments should conduct periodic reviews of measures undertaken and their impact on children; identify national and subnational benchmarks towards the full realization of children's rights; and take necessary corrective actions to ensure that they are met or furthered. This process should promote the active involvement of all relevant actors of civil society and strengthen families' capacities to care for and protect children, while enhancing the ability of local-level institutions to support them in this endeavour.

37. One of the most urgent challenges is to strengthen national capacities to monitor progress towards the end-decade goals because of the many gaps and weaknesses in the assessment data required. The experience of the mid-decade goals has demonstrated that filling these gaps is feasible on a national and on a global level, if a concerted and multi-partner commitment is made and sustained. However, it will require a massive effort, even larger than for the mid-decade review, to cover more countries and include such additional measures as vitamin A levels in blood, learning achievement of adolescents and current U5MR. Appropriate tools and methodologies must be created, drawing heavily on what has been tried and tested. Workshops need to be held on how to use these mechanisms at country level and adapt them to national realities. Additional technical support must be provided and additional resources obtained. Preliminary estimates suggest that as much as an additional $20 million are needed for improving measurement capacities. Equally important is strengthening the partnership created with Governments, NGOs, United Nations agencies, other international organizations and bilateral partners during and after the World Summit for Children that was utilized during the mid-decade assessment.

38. The following, broadly stated, short-term priorities for UNICEF emerged from an internal review of progress towards the end-decade goals. The selection of countries for focused attention and the development of action plans will take place in consultation with regional and country

offices and government authorities, taking into account the existing country programmes approved by the Executive Board:

(a) Strengthening the capacities of families and communities to act as the first line of protection for children, with special emphasis on improving the situation of women and the realization of the rights of individual family members;

(b) Supporting better collection, monitoring and utilization of data at national and regional levels;

(c) Focusing on direct assistance to countries with the highest U5MR;

(d) Devising an integrated approach to early childhood care and development that addresses the physical, emotional and intellectual development of children through health, nutrition, early learning and better parenting, including through the promotion of the rights and role of women;

(e) Giving greater emphasis to reducing maternal mortality, including a renewed focus for a "mother-friendly" movement that uses the principles of the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women to stress rights to access to essential obstetric services and women's health care and nutrition, and to promote the increased training of community midwives;

(f) Renewing efforts to: sustain the drive for universal child immunization, paying special attention to polio eradication and the expansion of measles vaccine coverage to 90 per cent; promote vitamin A supplementation in countries where it is deficient; sustain salt iodization; promote personal hygiene and household sanitation, and reduce malaria deaths and the vertical transmission of HIV/AIDS, particularly in sub-Saharan Africa and South Asia;

(g) Expanding and improving the quality of basic education, ensuring equal opportunities and equity for girls and children belonging to the most disadvantaged groups;

(h) Advocating the rights of children in need of special protection, including the rights to health, basic education and protection from abuse and neglect, to ensure that they receive priority attention from national authorities and other relevant partners. Children in armed conflict, AIDS orphans, child victims of sexual exploitation and child labour and children involved in the juvenile justice system should receive priority attention during this period.

IV. Recommendation

39. The Executive Director *recommends* that the Executive Board adopt the following draft decision:

The Executive Board

1. *Notes* with satisfaction the overall progress being made in the implementation of the Declaration of the World Summit for Children and its contribution to the realization of children's rights

2 *Recognizes* that urgent measures need to be taken to reach the goals for the year 2000 established by the Summit and in this context, urges Governments to allocate to the maximum extent possible resources for the economic, social and cultural rights of children, bearing in mind, as appropriate, the levels of 20 per cent of total ODA and national budgetary allocations for basic social services and the goal of allocating 0.7 per cent of GNP to development cooperation;

3. *Supports* the priority actions identified by the secretariat to accelerate progress towards achieving the Summit goals by the year 2000 as well as the process developed to measure progress;

4. *Encourages* Governments to conduct periodic national and subnational reviews of progress in implementing the Summit Declaration, in the context of implementing the Convention on the Rights of the Child;

5. *Requests* the Executive Director to support the Secretary-General in the preparation of his report to the fifty-third session of the General Assembly on the preparation of the Assembly's special session in 2001 to review achievement of the goals of the World Summit for Children;

6. *Further requests* the Executive Director to report on the implementation of the present decision to the Executive Board at its annual session 1999.

Annex

Steps taken to implement the strategy for improved nutrition of children and women in developing countries

The nutrition strategy

1. The UNICEF nutrition strategy views nutrition as a basic human right. It addresses obligations arising out the Universal Declaration of Human Rights and the Convention on the Rights of the Child, both of which include the right to freedom from hunger and malnutrition.

2. The nutrition strategy conceptualizes nutrition both as an outcome of development and as an input that can accelerate and sustain human development. For improving nutrition as an outcome, the nutrition strategy proposes a methodology for the identification of appropriate actions in a given context through situation assessment and analysis, rather than a predetermined set of technical interventions. Central to the methodology is a conceptual framework reflecting the multi-sectoral nature of malnutrition. A community-based monitoring system is key to the assessment.

3. Implementation of the full nutrition strategy involves both top-down and bottom-up elements. Nutritional inputs for accelerating and sustaining human development are the top-down elements, and include delivery of fortified foods and nutrient supplements. The bottom-up component involves participation, through which those most affected become actors in achieving better nutrition, thus improving sustainability. Implementation of the full nutrition strategy, with community assessment, analysis and action, is increasingly common in all regions, especially in countries where decentralization is taking place.

Training on the nutrition strategy

4. From 1990 to 1995, 14 global and regional workshops, covering all regions, trained over 300 participants, including UNICEF staff members, consultants and government counterparts. The training provided hands-on experience in using the nutrition strategy as well as technical information on the science of nutrition. Trainees were required in turn to carry out training in their own countries, with the result that an estimated 3,000-4,000 professionals in developing countries have been trained in the nutrition strategy since 1990.

Nutrition information dissemination and policy advocacy

5. For the last six years, selected monthly technical papers on nutrition and breast-feeding, technical guidelines and programme descriptions from partner institutions have been sent to a network of 800 nutrition professionals in developing countries. Many of the recipients are trainees from the nutrition strategy workshops.

6. Through support provided to the Administrative Committee on Coordination Subcommittee on Nutrition (SCN) inter-agency forum on nutrition, thematic revues and policy analyses have been carried out regularly. SCN publications include regular updates on the progress towards the nutrition goals and reviews of best practices. Other United Nations agencies and the academic community at large have adopted the nutrition strategy and the conceptual framework.

7. Regional initiatives have different emphases, with the Americas region leading the way on food fortification and decentralization, and Asia on geographic mapping of children's situations and collaboration with the Bretton Woods institutions for joint programming for nutrition.

Country programming and nutrition

8. Since the nutrition strategy was approved by the Executive Board in 1990, at least 40 countries have carried out situation analyses, as prescribed in the strategy's conceptual framework, looking at basic, underlying and immediate causes of malnutrition. The framework also has been applied to other child survival and development issues in addition to nutrition, indicating its broad applicability. Since the World Summit for Children, nutrition has been more prominent in UNICEF country programmes. Together with the Summit goals, the momentum of the nutrition strategy and its related training effort have synergistically accelerated UNICEF support for nutrition programmes.

Breast-feeding and complementary feeding

9. The nutrition strategy highlights breast-feeding protection, promotion and support. The International Code of Marketing of Breast-milk Substitutes is an example of the protection of nutrition as a right. UNICEF has supported six regional training courses on the implementation of the code in the last two years and is supporting legislative development and training work in many countries.

10. Several country reports suggest that the Baby-Friendly Hospital Initiative has had a positive impact on breast-feeding patterns beyond the post-partum hospital stay and, importantly, on diarrhoea-related mortality and morbidity. More than 1 million health workers have been trained in the "10 steps to successful breast-feeding".

11. Inadequate complementary feeding remains a problem in many countries. Later in 1998, UNICEF, together with the World Health Organization (WHO), will release a state-of-the-art scientific review of nutritional and care issues related to complementary feeding. The review also will define further actions that are needed.

Micronutrients

12. Remarkable advances have been made in the area of micronutrients, as documented in the *State of the World's Children* 1998 on nutrition. Substantial donor support for this area has come from the Governments of Canada, the Netherlands and the United States. For the elimination of iodine deficiency disorders, with special support from the Kiwanis, $64 million has been spent to help "kick start" or revitalize salt iodization programmes in over 80 countries. Nearly 60 per cent of edible salt in the world is now iodized.

13. UNICEF has spent over $14 million supplying vitamin A capsules. The majority of 78 countries with vitamin A deficiency problems now distribute periodic high-dose supplements of vitamin A.

14. UNICEF is also a major supplier of iron-folate tablets, and spent $7.5 million in 1993-1996 shipping 2.7 billion tablets to 122 countries. Progress in the reduction of maternal anaemia has been less successful than in the reduction of iodine and vitamin A deficiencies.

15. In the future, fortification of staple foods offers a more sustainable cost-effective way of ensuring micronutrient intakes and the Americas region is leading the way in this area.

Integrated cross-sectoral, bottom-up approaches

16. The UNICEF Care Initiative has been the focus of nine workshops in developing countries in the last two years. The initiative aims to help country programmes promote care for better nutrition, including young child feeding, home health and hygiene practices, cognitive and emotional stimulation of young children and care for women. These elements of care, together with assessment and analysis of resources, help to focus the agenda of multi-sectoral, bottom-up approaches for better nutrition.

17. Decentralized achievement of goals is being pursued in many countries. In Indonesia, for example, a conceptual framework guides district-level planning for maternal and child survival, development and protection in support of national goal achievement. Similar decentralized approaches based on the nutrition strategy are underway in Cambodia, the Philippines and Viet Nam. Successful UNICEF-supported, integrated programmes in such countries as Brazil, Niger, Thailand and the United Republic of Tanzania have depended on community-controlled information systems about child care, powered by growth monitoring.

18. The new household and community-based component of the integrated management of childhood illness approach, being developed under UNICEF leadership in coordination with WHO, will build on experience gained in the development and implementation of the Care Initiative.

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For information

Follow-up to the International Conference on Population and Development

Summary

The present report responds to the request of the Executive Board for a report in 1998 on the activities undertaken by UNICEF in response to the International Conference on Population and Development (E/ICEF/1995/9/Rev.1, decision 1995/29). It provides an overview of ongoing UNICEF activities undertaken in cooperation with national partners, United Nations agencies, bilateral donors and international organizations. As the fifth anniversary of the Cairo Conference approaches, UNICEF is confident that significant progress has been made, although much more remains to be done, particularly to reduce maternal and under-five mortality and to eliminate discrimination against women. UNICEF will continue to focus on those issues through country programmes and work at global and regional levels.

* E/ICEF/1998/7.

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I. Introduction

1. At its third regular session of 1995, the Executive Board endorsed the framework for UNICEF follow-up to the International Conference on Population and Development (ICPD), as presented in document E/ICEF/1995/12/Rev.1), and requested the Executive Director to report to the Board in 1998 on activities undertaken in response to ICPD, including those in cooperation with other donor agencies, and their results (E/ICEF/1995/9/Rev.1, decision 1995/29). UNICEF also provides annual reports on integrated and coordinated implementation and follow-up to the major international conferences in the Executive Director's report to the Economic and Social Council, which is presented to the Executive Board each year at its first regular session.

2. Relevant information on specific activities that support the goals of ICPD is also contained in part II of the "Report of the Executive Director" (E/ICEF/1998/4 (Part II)).

3. As mandated by the Executive Board, UNICEF follow-up to ICPD is guided by the reaffirmed rights perspective and includes programmes for: (a) girls' education; (b) women's empowerment, (c) primary health care (PHC) and child survival; (d) reproductive health, with a focus on maternal mortality reduction; and (e) measuring progress in child and maternal mortality.

4. The prevention of maternal mortality and morbidity is a primary focus of UNICEF-supported activities relating to ICPD follow-up.

II. Programming principles and main achievements

5. The programmatic response of UNICEF to ICPD is guided by the main principles agreed to by Governments and the international community as contained in chapter VIII.C, paragraph 8.20 of the Programme of Action, namely:

> "(a) To promote women's health and safe motherhood; to achieve a rapid and substantial reduction in maternal morbidity and mortality and reduce the differences observed between developing and developed countries and within countries. On the basis of a commitment to women's health and well-being, to reduce greatly the number of deaths and morbidity from unsafe abortion;
>
> "(b) To improve the health and nutritional status of women, especially pregnant and nursing women."

6. UNICEF contributed to the achievement of ICPD goals by building strong partnerships at global, regional, country and headquarters levels with sister agencies (including the World Health Organization (WHO) and the United Nations Population Fund (UNFPA)), national Governments, donors and non-governmental organizations (NGOs), including women's groups, in response to regional needs and opportunities.

7. Among the main achievements of UNICEF since ICPD are: (a) an institution-wide commitment to reducing maternal mortality, including support for safe motherhood programmes; (b) the revitalization of PHC systems to ensure maternal and child survival through the Bamako Initiative; (c) expanded opportunities for girls' education through national- and community-level initiatives; (d) the completion of training workshops on the best strategies for reducing maternal mortality at all regional offices, which were attended by field office staff and staff from Governments, bilateral and multilateral agencies, and NGOs; (e) the development of a set of guidelines to monitor the use, availability and quality of essential obstetric services in partnership with WHO and UNFPA; (f) the redefinition and promotion of safe motherhood in the context of human rights; (g) an increased understanding and awareness of reproductive health issues among UNICEF staff; and (h) the inclusion of programming interventions in the organization's policy guidelines to address sexually transmitted diseases (STDs), including HIV/AIDS, violence against women and the multiple violations of women's rights in the home and in society at large.

III. Areas of project implementation

8. With a mandate to help realize the rights of children and women, UNICEF programming follows a broad, multisectoral approach that both complements and reiterates the goals enumerated by ICPD. As such, UNICEF programmes are implemented with the collaboration of international, national and local partners and support a range of activities, including girls' education; women's empowerment; gender equality and the elimination of violence and harmful traditional practices; PHC and nutrition; and reproductive health, with a special focus on reducing maternal mortality and promoting safe motherhood.

A. Girls' education

9. Based on the goals of the World Summit for Children, supported by the ICPD Programme of Action, UNICEF has embarked on an initiative to support Education for All, which takes girls' education as its point of entry. When education is improved specifically to benefit girls, the overall system improves. UNICEF has promoted the development of a plan of

action by each country to support primary education and is building partnerships with Governments, NGOs and the private sector for girls' education. Community mobilization and participation are key for reducing gender discrimination in households and communities. At the country level, UNICEF is supporting a range of initiatives that have resulted in significant increases in the number of girls enrolled in primary school and in the quality of what they learn.

10. In Egypt, for example, the enrolment of girls in communities participating in the community schools project increased from 30 to 70 per cent. In northern Cameroon, over 15,000 girls have benefited from training in reducing gender bias provided to parents, teachers, traditional leaders and social workers. The aim of the training is to ensure that girls attend school. In Uganda, the Complementary Opportunity for Primary Education Initiative is providing an opportunity for teenage girls who have never been to school to receive a primary school education. The programme has been so popular that it is rapidly expanding from the four districts where it was launched. In Bhutan, social mobilization on the importance of primary school education, emphasizing the need for girls' education, has helped to increase girls' primary school enrolment by 10 per cent. In the Dominican Republic, over 300 teachers have been trained in gender issues and how to eliminate stereotyping of girls in the classroom.

11. In 1997, UNICEF helped to launch the Alliance for Community Action on Female Education in Africa, in collaboration with the Association for the Development of Education in Africa and other agencies, to provide technical, managerial and financial support to NGOs engaged in facilitating girls' education. Pilot projects have been launched in Ghana and Zambia.

B. Women's empowerment

12. In accord with ICPD, UNICEF programmes recognize women as full and equal members of society who make vital contributions to their communities, but whose unique needs, linked to their reproductive role, are too often neglected and frequently the basis of discrimination. UNICEF offices have been working to promote women's rights, end gender-based violence and support women's empowerment through participation in political, social and economic development. Sixty-six countries have now established national offices for women's affairs, 34 of which have the power to propose legislation.

Gender equality

13. UNICEF is working to promote gender equality in the family, in communities and in society. Programmatic interventions focus on youth; involving men in family responsibilities, particularly parenting; and building the capacity of Governments and NGOs for gender-responsive programme development and planning.

14. In Madhya Pradesh in the northern part of India, UNICEF has begun a programme to train women who are newly elected members of *panchayats* (village governments). UNICEF drafted a training manual to sensitize the women members to the unequal access between men and women to health services, the high maternal mortality rates (MMRs) and the negative attitudes towards girls' education. To date, nearly 60 NGO partners are conducting training workshops for women *panchayat* members in 40 districts, and over 7,000 women have been trained.

15. In Bolivia, Ethiopia, Haiti and Nicaragua, women leaders in village- and urban-based local governments have been trained in communication and leadership skills. In Bangladesh, China, Egypt and Nepal, UNICEF is collaborating with existing credit and income-generation programmes to incorporate empowerment and leadership training.

16. In the South Asia region, the animated cartoon "Meena" and in the Eastern and Southern Africa region, the animated cartoon, "Sara", are used widely and successfully as tools for promoting gender equality in the family and raising community awareness on the need to send girls to school and how they can contribute to village and family life. In Brazil, UNICEF, along with the United Nations Development Fund for Women (UNIFEM) and UNFPA, supported production of a video, "Women on the Front", highlighting the work of women community leaders; the video was shown at the Habitat II Conference in Istanbul in 1996.

17. In the Middle East and North Africa, UNICEF offices have held a range of workshops and consultations focused on women's empowerment, women's status and the impact of Islam on women's rights, and equal participation in homes, communities and society. In the Islamic Republic of Iran, the country office held a workshop on the problems faced by female-headed households and produces a publication, "Danneh" (seed), each issue of which deals with a different challenge facing Iranian women and children.

Violence against women

18. Violence against women and girls was the centerpiece of the fifth annual report on progress towards the goals of the World Summit for Children, *The Progress of Nations*. The report challenges the denial and passive acceptance that often

surrounds the issue of violence and calls for specific actions to end violence and promote women's rights, focusing on girls' education. In many country programmes, programmatic linkages have been made between domestic violence - the most endemic form - female genital mutilation and maternal mortality.

19. In the Latin American and the Caribbean region, UNICEF country offices have completed a tabulation of laws related to violence against women and have supported community initiatives to address violence in Haiti and Nicaragua. UNICEF is also supporting universal ratification of the 1994 Inter-American Convention to Prevent, Punish and Eradicate Violence Against Women. The majority of the countries in the region (28) are now signatories to that Convention. In Bolivia, UNICEF supported research and grass-roots advocacy activities that led to the adoption of national legislation against domestic violence. In collaboration with NGOs and governmental agencies, UNICEF country offices in Latin America and the Caribbean are supporting an inter-agency campaign led by UNIFEM to mobilize and advocate for the recognition of the rights of women and girls to a life free of violence.

20. In Angola and Rwanda, UNICEF offices have commissioned studies on gender violence and reproductive health as part of planning for and evaluating the services provided during recent conflicts. In Nigeria, a similar study provided important data on harmful traditional practices, including nutritional practices, household gender relationships and violence against women.

21. In East Asia, a regional conference on family violence led to the launch of the publication "Rice in the House", which details the extent of domestic violence and strategies for combating it. In South Asia, the UNICEF regional team is establishing programming links among the status of women, the prevalence of domestic violence and pregnant women's lack of access to adequate nutrition and health care. The project has already produced a set of advocacy materials, including an exhibition, posters, booklets and a video, for use throughout the region. In Cambodia, Nepal, the Lao People's Democratic Republic, Thailand and Viet Nam, UNICEF is supporting protection and prevention programmes for girls at risk for sexual exploitation.

22. UNICEF supported the participation of NGO women's groups from Brazil, Indonesia, Malaysia and Pakistan at the 1997 Workshop on Violence Against Women which was held in Copenhagen and sponsored by WHO and the International Federation of Gynaecologists and Obstetricians.

Female genital mutilation

23. UNICEF is working with Governments, NGOs and other partners in 12 countries in Africa to eliminate female genital mutilation. In Egypt, where the Supreme Court recently upheld the ban on female genital mutilation, an NGO Task Force was formed after ICPD to eradicate the practice, and there are now NGO networks in 26 governorates. In Eritrea and Ethiopia, UNICEF is working closely with women's health advocates to raise awareness of female genital mutilation at community and national levels and to build stronger networks for action. In Burkina Faso, the Gambia, Mali and Somalia, UNICEF advocacy efforts with policy makers, legislators, researchers and civil society have been successful in reducing the practice of female genital mutilation.

Convention on the Elimination of all Forms of Discrimination against Women and the Convention on the Rights of the Child

24. Discussions have been held with legal experts and NGOs active in the areas of child rights and women's rights to identify ways in which these two legal instruments can be applied effectively to support achievement of the ICPD goals. Violations of women's and children's rights in the area of health will be included in national reports to the monitoring committees for treaties. UNICEF continues to facilitate interaction between the Committee on the Rights of the Child and the Convention Commission on the Status of Women to strengthen their efforts to protect children's and women's rights. The Committee and the Commission have begun exchanging reports to ensure more consistent approaches to gender discrimination. High MMRs and the high prevalence of female genital mutilation are now viewed as forms of discriminatory practices against women and girls since only they are affected by these practices. The importance of the disaggregation of data by sex as a first step to end gender-based discrimination is now much better understood within UNICEF and is being actively promoted in UNICEF work with national partners.

25. UNICEF has supported efforts to assess the nature and extent of gender-based disparities, rights to information and services, and sexual abuse and exploitation. UNICEF is in the process of developing indicators to assess the situation of women and children and to analyse underlying causal factors. These indicators will be linked to rights enumerated in the Convention on the Rights of the Child and the Convention on the Elimination of all Forms of Discrimination against Women, and the information found will help to determine strategic policy and programmatic initiatives.

26. At the country level, UNICEF is working to improve the capacity for situation analyses that address ICPD issues, to upgrade monitoring systems and to increase the use of evaluation and operations research to guide funding decisions and operational strategies. The resulting data also could assist the Committee on the Rights of the Child and the Commission on the Status of Women to assess progress in protecting the health rights of women and children. Increasingly, UNICEF country programmes are addressing gender as a cross-cutting issue and making better use of the guidance provided by the two Conventions in planning and implementing activities to eliminate gender disparities.

27. In the Middle East and North Africa, a regional project has introduced the central tenets of both Conventions into the curriculum of law schools in Egypt, Jordan, Morocco, the Sudan and Tunisia. Follow-up activities include revision of law school curricula in additional countries of the region and action for legislative reform. In Bolivia, UNICEF support to national women's machineries for the Convention on the Elimination of all Forms of Discrimination against Women helped lead to the creation of the Vice-Ministry for Gender, Generation and Family.

C. Primary health care and child survival

28. UNICEF work to expand access to PHC and ensure child survival links ICPD goals with the rights guaranteed by the Convention on the Rights of the Child. UNICEF seeks to address the basic causes of poor health and child deaths, and advocates for increased political will and investments to improve health and survival outcomes. Through its child survival efforts, UNICEF is helping to realize the population goals of ICPD - as parents' confidence in the survival of their children increases, they often choose to have fewer children. In spite of major progress made by countries in achieving the goals for children as outlined in the World Summit Declaration and Plan of Action, major challenges remain, especially in sub-Saharan Africa and South Asia. Overall, the gains made in the reduction of child mortality are threatened by the emerging threat of HIV/AIDS, which is already having a major impact, especially in sub-Sahara Africa.

29. Major gains have been made in reducing childhood mortality due to immunizable diseases through coordinated support to immunization activities, which were accelerated following the World Summit for Children. In 1996, over 80 per cent of young children were immunized against the six major killer diseases as compared to less than 5 per cent in 1979. This means that 3 million fewer children die each year than before. However, since 1990, the percentage of children vaccinated has not increased significantly, and additional efforts will be made to further increase and sustain immunization coverage.

30. UNICEF supports the global polio eradication efforts in collaboration with WHO, other donor agencies and partners, including Rotary International. In 1997, nearly three quarters, or over 450 million, of the world's children, received at least one supplemental dose of oral polio vaccine as part of this initiative. The preliminary number of polio cases reported in 1997 is 2,319 (the final figure is expected to be about 3,500), approximately a 90 per cent decrease since 1988. In Africa, it is expected that over 100 million children will be immunized during the 1997-1998 campaigns. The Latin America and Caribbean region has achieved a 100 per cent reduction in measles deaths. The Middle East and North Africa region has achieved a 96 per cent reduction. Efforts to eliminate neonatal tetanus have resulted in a significant reduction in deaths due to neonatal tetanus.

31. The preliminary results from the synchronized National Immunization Days conducted in the South-East Asia and Pacific region in December 1997 and January 1998 indicate immunization coverage rates of over 98 per cent. In India, UNICEF supported a massive effort to ensure immunization against polio, in collaboration with NGOs, the Ministry of Health and Family Welfare, and the private sector. In one day, 128 million children under the age of five years were immunized.

32. Central to the work of UNICEF is the Bamako Initiative, launched in 1987 to promote community cost-sharing and management of health services, the efficient use of limited resources and improvements in service quality. Since its inception, the Bamako Initiative has been adopted as a central health strategy by 41 countries in virtually all regions, with the majority in Africa. At the country level, a range of interventions have been undertaken to improve PHC and child survival, many organized around the central tenets of the Bamako Initiative. In Guinea, for example, prenatal care coverage has increased from less than 5 per cent to almost 80 per cent since adoption of the Bamako Initiative.

33. UNICEF, WHO and other partners developed the Integrated Management of Childhood Illnesses (IMCI) strategy to reduce childhood mortality due to diarrhoea, pneumonia, malaria, measles and malnutrition. Together, they are responsible for over 70 per cent of the 12 million children under five years of age who die annually. During 1997, UNICEF, WHO and other partners broadened global partnerships in the development and implementation of this strategy from a focus on the initial training of health workers in case management of these leading child killers to an emphasis on household- and commu-

nity-level interventions in order to prevent child deaths and improve child growth and development. UNICEF will give priority to sub-Saharan Africa and South Asia in its support to IMCI.

34. In partnership with WHO and NGOs, UNICEF works to promote and support universal breastfeeding - a major goal of BFHI - to ensure that mothers can feed their infants based on full information, supportive practices and skilled help from health workers. Breastfeeding is also promoted as a method of birth spacing, which again increases the likelihood of future children's proper development and survival. Nearly 13,000 facilities in 114 countries have been designated "baby-friendly".

35. The breastfeeding strategy of UNICEF takes into account the problem of vertical transmission of HIV/AIDS, and UNICEF is collaborating with the Joint and Co-Sponsored United Nations Programme on HIV/AIDS (UNAIDS) to reduce vertical transmission and to maximize the survival rate of infected children. UNICEF support includes providing mothers and other caregivers with information and counselling to reduce the risk of transmission; improving detection and treatment of STDs; and developing guidelines for health workers and policy makers.

36. In response to the increasing death toll among young children and pregnant women caused by malaria, UNICEF increased its attention and activities to combat this deadly infection in 1997. At the country level, UNICEF activities emphasize advocacy and cooperation with Governments in developing rational drug policies; improving access to and availability of antimalarial drugs; the implementation of insecticide-treated bednet programmes, focusing on strategies for net financing, distribution and retreatment; the integration of malaria activities into health services at the peripheral level; and the provision of programmatic support for planning, training, monitoring and evaluation. Ninety per cent of the burden of malaria illness is in sub-Saharan Africa and, consequently, the majority of efforts were directed towards country programmes in the West and Central Africa and the Eastern and Southern Africa regions; over 25 country programmes have implemented or have begun planning malaria-related projects. Malaria activities are ongoing in other countries, including the Lao People's Democratic Republic in the East Asia and Pacific region and Bolivia in the Latin America and Caribbean region. Success towards the reduction of malaria morbidity and mortality will require the mobilization of broad partnerships, including national Governments, NGOs, United Nations and donor agencies, and the private sector.

37. UNICEF efforts towards the control/elimination of micronutrient deficiencies has focused on vitamin A and iodine deficiencies. Vitamin A deficiency is a major contributor to child mortality. It is estimated that about 100 million children under the age of five years in 78 countries suffer from vitamin A deficiency, whereas it is estimated that 1.6 billion people are at risk of irreversible mental retardation and other consequences of iodine deficiency disorders (IDD). More than one half of all young children in countries with a recognized vitamin A problem received high-dose capsules in 1996, as compared to about one third in 1994. This includes countries with large populations such as Bangladesh, India, Nigeria and Viet Nam. In addition, 46 countries have adopted policies of routine high-dose supplementation for women within the first few weeks after they give birth, which protects their breastfeeding children for about six months. On the other hand, major progress has been made to address IDD. It is estimated that nearly 55 per cent of all edible salt in the world is now iodized, up from about 12-15 per cent in 1990.

D. Reproductive health

38. An important focus of UNICEF activities in response to ICPD is its efforts to increase the age of marriage and first pregnancies among adolescents and young women, to improve the health and nutrition of girls and women, to promote all safe and effective family planning methods, and to improve the care and services available to pregnant women. The main elements of programme strategies include life skills education for adolescents; expanding access to quality prenatal, delivery and postnatal care; promoting professional attendance at delivery, especially by strengthening midwifery practice through training and providing a supportive environment for the effective deployment of midwives; improving the quality of neonatal care, improving the nutrition of adolescent girls and pregnant women; providing essential care for women with complications; raising awareness of and preventing HIV/AIDS infection; and community-based activities to involve men and communities in making essential services available to reduce the risk of women dying in childbirth.

39. UNICEF programming to reduce maternal mortality is based on principles that have been promoted by ICPD and by the Fourth World Conference on Women (Beijing, 1995) agreement. These include the involvement of men, women and communities in programme design and implementation; analysis of gender discrimination by health planners and providers; and equating access to quality services with health promotion. UNICEF agrees that maternal mortality is not just a health issue, it is also an issue of gender-based discrimination and social justice.

Safe motherhood

40. UNICEF is one of six international agencies which together form the Safe Motherhood Inter-Agency Group. In October 1997, in Sri Lanka, the Inter-Agency Group met to mark the tenth anniversary of the Safe Motherhood Initiative (SMI) and review progress towards the goal enumerated at the World Summit for Children and reiterated and extended by ICPD of reducing maternal mortality by one half by the year 2000.

41. The Inter-Agency Group consultation concluded that safe motherhood is a matter of women's empowerment and social justice; that the single most effective intervention to prevent and reduce maternal mortality is professionalization of delivery care, mainly through midwifery; and that process indicators are important tools for monitoring progress to reduce maternal mortality and should be used in all aspects of programme implementation.

42. UNICEF is strengthening efforts to help create societies that are "mother-friendly" through four actions undertaken at several levels. These include promoting the concept of safe motherhood as a social justice issue, encouraging Governments to make sustained investments in service provision; working with the media to raise public awareness of the problem; establishing "mother-friendly health services" in partnership with national and local Governments and working with communities to provide high quality care to mothers and their infants; and building "mother-friendly communities" in which husbands, mothers and mothers-in-law, families and neighbours help women make choices and take actions to protect their life and good health.

43. UNICEF is playing a key role in the communication and fund-raising efforts for SMI. The theme of this year's World Health Day, 7 April, is Safe Motherhood. UNICEF is participating in a world-wide effort, along with other SMI partners, to use this opportunity to mobilize action to reduce maternal mortality.

44. As a partner in the midwifery movement, UNICEF works to ensure that trained midwives are available to attend all births, whether in a busy urban hospital or a small, isolated village. UNICEF-assisted country programmes support the professionalization of delivery care by focusing on the training of midwives and doctors and upgrading the skills of community midwives (a mid-level category of providers); establishing strong and growing ties with associations of midwives in several countries of Asia and Africa; helping to create a supportive environment for the effective deployment of midwives, particularly in underserved areas; and promoting midwifery and the midwifery movement through conferences, consultations and dialogues at headquarters and field levels. UNICEF emphasizes that the training of traditional birth attendants (TBAs) can be effective only when it is supported by an external mechanism for referral, supervision, monitoring and evaluation.

45. Field offices, including in Ghana and Indonesia, are facilitating the training of community midwives so that they become fully certified and skilled. Adequate programmes for the development, deployment and in-service support of community midwives are necessary to ensure their success and acceptance by communities.

46. In Nigeria, UNICEF has trained and provided delivery kits to more than 2,000 village-based TBAs. In addition, a technical assistance programme, undertaken in collaboration with the Lagos Island Association of TBAs, is yielding valuable data on ways to improve the quality of care provided by TBAs. Programmes to assure quality of care are being established through the TBAs' own professional association.

47. In June 1997, in collaboration with the World Bank, UNICEF held a technical consultation to discuss the role of TBAs in preventing maternal mortality. Participants included representatives of key multilateral and bilateral agencies, NGOs, public health experts and advocates, and staff of UNICEF country offices. They concluded that where TBA training is undertaken, it should be part of a broader strategy to provide reproductive and maternal health services, and should include built-in mechanisms for referral, supervision, monitoring and evaluation.

48. With technical support from WHO, UNICEF is developing a clean delivery kit for distribution to pregnant women or TBAs for use at home and in health centres and even hospitals. The kit has been field-tested in Burundi and Nepal. With some additions, the kit will also be distributed in emergency situations to meet the needs of refugee women.

Integrated reproductive health care

49. ICPD calls for access for all to reproductive health care by the year 2015. For UNICEF, this includes: quality maternal and neonatal care, including nutritional supplementation; the prevention and management of STDs; protection against sexual violence; and health education for adolescents. Efforts are being made to improve the quality and availability of maternal health services, to provide a basic minimum standard of care and to ensure that they are "mother-friendly". UNICEF works closely with Governments, international agencies and NGOs to raise awareness of what good care is and how best to meet women's health and nutrition needs.

50. In East Africa, UNICEF has developed health promotion projects that address the needs of girls and young women, including their nutritional needs. In West Africa, a solid base has been established by UNICEF field offices for the provision of reproductive health care through community participation in financing and managing health services. In Indonesia, UNICEF supported a workshop on mother-friendly health services, which focused on developing guidelines for better access to services. In India, UNICEF co-sponsored, with the Swedish International Development Authority, a ground-breaking workshop to determine what reproductive health is and how to build reproductive health services, along with an assessment of the current state of services. The meeting helped the Government of India to promulgate a national population policy based on ICPD principles. In Bolivia, UNICEF has worked with the Government to improve the quality of maternal and child health (MCH) services and women's access to them, particularly indigenous populations.

Cooperation with the Joint and Co-sponsored United Nations Programme on HIV/AIDS

51. As a co-sponsor of UNAIDS, UNICEF is collaborating in the battle against AIDS. Specific post-ICPD interventions include school-based programmes, ensuring the safety of needles used for injections and undertaking health communications initiatives. Guidelines for policy makers and health workers on HIV and breastfeeding are being developed and will be used to develop approaches to reduce mother-to-child AIDS transmission.

52. In several countries in Africa and Asia, UNICEF has launched school health programmes focused on reducing high-risk sexual behaviour among school-aged youth in the context of an analysis of gender relations and life skills, in partnership with national AIDS control programmes. Teacher-training programmes to encourage the use of the learning materials have been critical to the success of AIDS education in Zimbabwe. In Nigeria, UNICEF-supported NGOs have taken health messages to hundreds of thousands of reproductive-age youth.

53. In Uganda, a national health promotion programme has begun, with a focus on awareness and prevention of HIV/AIDS. Outreach to young people is central to the effort. In Myanmar, the Myanmar Medical Association, with UNICEF support, has developed innovative projects to attract more young people - many of whom are becoming infected with HIV - into clinics. User-friendly STD services are also being provided to low-income youth. In Latin America and the Caribbean, UNICEF is collaborating with UNAIDS in launching a regional communication campaign for AIDS prevention.

Adolescent health

54. With the worsening of the AIDS pandemic, and its severe impact on child and adult mortality, UNICEF has begun expanding its support for reproductive health, particularly the prevention of STDs and HIV/AIDS among adolescents. UNICEF is undertaking innovative programmes to reach adolescent girls and boys with information and the tools to access health services and information, including programmes for the prevention of teen pregnancy.

55. In the Caribbean, where early sexual activity among adolescents is common, life skills training is being provided in schools in order to promote overall health, reduce teen pregnancy and prevent HIV/AIDS infection. A Latin American and Caribbean regional workshop was held in Jamaica in September 1997 to create a strategy for addressing adolescent pregnancy from a rights perspective and to share experiences and ideas for regional action. In Costa Rica, a UNICEF-supported project to prevent unwanted pregnancies in a poor, urban community has provided a model for replication, including strategies for training parents, teachers and doctors; collaboration with secondary schools; and strengthening local health clinics.

56. In Zambia, UNICEF is working to increase the availability and utilization of sexual and reproductive health services for young people, with a focus on STDs. Workshops were held with health workers, youth NGOs and young people to ensure the development of youth-friendly services.

57. In a range of countries such as Botswana, China, India, Jamaica, Malawi, Nigeria and Peru, UNICEF supports innovative programmes on non-formal education, nutrition, and counselling for teenage pregnancy and HIV/AIDS prevention.

Community education/outreach

58. For too many women and girls, access to food, rest and health services is limited by families and communities. Recognizing this, as part of the "mother-friendly communities" initiative, UNICEF field offices have undertaken a range of initiatives to make better known the realities of women's health needs, the available services, and the community and household role in supporting them.

59. In Malawi, UNICEF has helped to launch a community-based reproductive health initiative. In Nigeria, UNICEF is producing short videos on reproductive health for youth to be shown on television and in cinemas. In Gaza, UNICEF has worked in partnership with the Women's Health Coalition, an NGO, to raise awareness of safe motherhood and the prevention of maternal mortality.

E. Tracking progress in child and maternal mortality

60. In order to assess which interventions produce the best results, to monitor the goals of ICPD, and to monitor implementation of the Convention on the Rights of the Child and the Convention on the Elimination of all Forms of Discrimination against Women, countries need to have systems to gather, analyse and use data on women's health and on the impact of interventions to improve MCH, nutrition and survival. A key objective of UNICEF has been to bring together the users and producers of data to ensure that policy makers have access to understandable and current information that will help them make decisions on programmes and formulation, development and implementation of policies. This is of particular concern in tracking child mortality levels.

61. In collaboration with WHO, UNFPA, the United Nations Educational, Scientific and Cultural Organization and the United Nations Statistical Division and regional centres of excellence, UNICEF has been helping countries build a statistical base for reporting progress towards the goals enumerated at the World Summit for Children and ICPD.

62. Maternal mortality is difficult and costly to measure due to the lack of vital registration systems, the large sample sizes needed for survey methods and the fact that maternal deaths are frequently misclassified and under-reported. For many countries, it will be impossible to monitor progress to reduce maternal mortality directly on an annual basis. To address this problem, UNICEF and its partners have developed an alternative, indirect approach based on monitoring the processes or interventions known to reduce maternal mortality (e.g. access to, utilization of and quality of essential obstetric care).

63. UNICEF, in collaboration with WHO and UNFPA, has issued "Guidelines for Monitoring the Availability and Use of Obstetric Services". Introduced at the October 1997 Inter-Agency Group meeting to mark the tenth anniversary of SMI, where they were very well received, the guidelines detail measurement issues, propose a set of process indicators to use and provide options for collecting the data needed.

64. An increasing number of countries are beginning to collect and use the data for initial situation analyses and subsequent programming and follow-up. In Egypt, for example, a study was done in collaboration with the Ministry of Health and Population using the process indicator guidelines in a region with some of the highest maternal mortality levels in the country. The three-week study, which included in-depth interviews with health officials and staff, indicated poor use of existing space, facilities and equipment. The study demonstrated the power of process indicators in uncovering and understanding problems in maternal health services and strategies for improvements. In Mali, the number of women with complications who were referred to appropriate levels of care increased with the establishment of simple communication and transportation systems, a pre-packed surgical kit for emergencies, cost-sharing between communities and the health system, and a post-payment mechanism for the family.

65. UNICEF hosted an inter-agency meeting of the Basic Social Services For All Task Force Working Group on Monitoring Child and Maternal Mortality in April 1997. In collaboration with WHO, UNICEF is developing estimates of maternal mortality for countries which have no or very weak data on maternal mortality.

F. Partnerships

66. True to the vision of the ICPD agreement, UNICEF is carrying out its work through a multisectoral approach and in collaboration with Governments, other international agencies and NGOs. Such partnerships provide opportunities to pool human and financial resources for maximum impact.

67. UNICEF is collaborating with WHO, UNFPA and other relevant United Nations agencies to update the joint UNICEF/WHO maternal mortality estimates for 1995. This process will address concerns raised by countries about the WHO/UNICEF 1990 estimates and will involve country participation through regional workshops.

68. Participation in the 1997 Inter-Agency Group on Reproductive Health in Refugee Situations has helped to foster a discussion on the minimum criteria to be met before providing reproductive health services in emergency situations. The Inter-Agency Group is finalizing a manual for field programme managers. UNICEF is also an active member of the WHO Basic Social Services for All Working Group on Reproductive Health Indicators and the UNFPA inter-agency meeting on reproductive health indicators.

69. In the context of the 1997 meeting of the Joint Committee on Health Policy (JCHP), UNICEF and WHO developed a joint policy paper on "Health Systems in Decentralizing Situations: Options for Improving District Health Systems". This paper systematized lessons learned in the development of district health systems and outlined a two-year work plan for collaboration in the areas of urban health, quality of care, essential package of care and integrated health care delivery, and information dissemination. UNFPA joined JCHP in 1997 and it was renamed the Coordinating Committee on Health.

IV. Conclusion

70. Overall, substantial progress has been made in implementing many of the central tenets of the ICPD Programme of Action. As the fifth anniversary of the Cairo Conference approaches, UNICEF is aware that much remains to be done, but the essential strategies are now clear, and there are several examples of best practices that are providing the organization with information for its continuing action.

71. The comparative strength of UNICEF lies in its country programme approach, its ability to work effectively with a variety of partners, and the fact that its mandate makes it possible to approach ICPD goals from a multisectoral perspective and with a programmatic thrust that recognizes the need for a strategic mix of approaches.

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For action

UNICEF communication policy

Summary

The present report has been prepared pursuant to a discussion of an outline of the UNICEF information and communication policy (E/ICEF/1997/17) that took place at the Executive Board's 1997 annual session. At that time, delegations asked that a more elaborate communication policy framework be prepared, with a definition of the role of the communication function at global, regional and country levels, the identification of priority areas and a strategy for implementation.

Chapter I provides a conceptual framework for the UNICEF communication policy; chapter II discusses communication channels and processes; chapter III looks at audience research, monitoring and evaluation; chapter IV describes functional accountability at country, regional and headquarters levels; and chapter V addresses human resource implications. The Executive Director's recommendation is contained in chapter VI. The annex provides an overview of UNICEF publications.

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Introduction

1. In its review of an outline of the UNICEF information and publication policy (E/ICEF/1997/17) at its 1997 annual session, Executive Board members requested a more elaborate communication policy framework, a definition of the role of the communication function at the global, regional and country levels, the identification of priority areas and a strategy for implementation. It was agreed that a more detailed report would be presented to the 1998 annual session. The present report thus examines the role of communication in the context of the UNICEF mandate and mission; develops and proposes an expanded communication policy framework and strategies; and discusses the communication functions, activities and structures within UNICEF that support the policy.

2. The proposed policy is derived from a number of recent studies and exercises conducted by UNICEF on its communication activities and from prior policies approved by the Executive Board. These include the above-mentioned outline presented to the Board in 1997 and reports on education for development (E/ICEF/1992/L.8), the future role of UNICEF external relations (E/ICEF/1990/L.4), UNICEF external relations policies and function (E/ICEF/1989/L.4) and the UNICEF communication strategy in industrialized countries (E/ICEF/1987/L.4). The present report is the product of an extensive consultation process involving UNICEF staff in country, regional and headquarters offices.

I. Conceptual framework for the communication policy

3. Since its birth over 50 years ago, UNICEF has used communication to bring attention to the needs of children and to prompt actions to improve their situation. Communication has been an integral part of UNICEF country programming, as well as a tool for advocacy, participation, resource mobilization and partnership-building. Through an integrated communication approach, UNICEF seeks to create a global ethic of "children first". This ethic is based on the recognition that all children have inalienable human rights as proclaimed in the Convention on the Rights of the Child. These rights are directly linked to the rights of women as set out in the Convention on the Elimination of All Forms of Discrimination Against Women. The objectives of UNICEF include the realization of a specific set of child rights through the implementation of the goals for the year 2000 set by the World Summit for Children.

4. Communication plays a pivotal role in bringing together the various actors and sectors needed to protect children's rights, help to meet their basic needs and expand opportunities for reaching their full potential. This has involved promoting ratification and implementation of the Convention on the Rights of the Child at all levels of society; attempting to ensure that children are at the centre of development efforts; organizing families, communities and civil society to achieve universal child immunization, keep children in school, promote child protection and mobilize resources from Governments, the private sector and donors; and building partnerships with non-governmental organizations (NGOs), the media and professional and civic organizations. In the context of the country programming process, communication has played a role both in the planning of programmes and in mobilizing resources for them. This has been achieved through sharing data and information from evaluations and through the exchange of experiences. Effective communication is also an essential element for promoting the awareness and use of health and education services.

5. The two overarching goals of communication in UNICEF are first, to influence the attitudes and behaviours of all members of society so that the scope and meaning of children's rights are understood, internalized and acted upon, in order that they be fully realized. This presumes that children's rights are achieved through the enactment of laws, the provision of services and the promotion of informed choices of behaviour. The second goal is to help create and maintain an enabling environment that influences legislation and opinion, and mobilizes resources for children.

6. In emergency situations - which often involve the most extreme violations of children's rights - UNICEF communication efforts have the same overarching goals, but with an additional urgency commensurate with the critical time factor of crises.

7. In working to achieve these goals, UNICEF has set a series of priority objectives for its communication strategy, as described below.

A. Creating public awareness of child rights issues

8. This objective aims to raise public awareness by setting the agenda for children's issues within the framework of child rights. Information and communication activities are directed towards creating a deeper understanding of children's needs among people, Governments and institutions. They also seek to define a society's role in meeting those needs.

9. UNICEF seeks to promote public understanding of child rights by collecting information on the situation of children; by examining that information in the context of the standards established by the Convention on the Rights of the Child; and by disseminating that data and accompanying analyses through appropriate communication channels targeted at specific audiences.

B. Mobilizing societies to commit resources to help achieve the global goals for children

10. The UNICEF mandate from the General Assembly requires that it lead advocacy efforts for children. The UNICEF Mission Statement specifies that the organization seeks the mobilization of political will and material resources to help countries, particularly developing countries, ensure a "first call for children" and to build their capacity to form appropriate policies and deliver services for children and their families. According to the Mission Statement, UNICEF is guided by the Convention on the Rights of the Child and strives to establish and promote international standards of behaviour toward children.

11. Fulfilment of the UNICEF mandate involves making the case that the survival, protection and full development of children are legal as well as moral imperatives and that investment in children is of paramount importance to society. Communication activities at all levels are aimed at generating global support for this view by building partnerships and generating political will. These activities are aimed at encouraging societies to put children at the top of the political agenda, and to devote more resources to children's issues.

C. Influencing attitudes and developing the behaviours of those who have an impact on the situation of children

12. UNICEF seeks to motivate societies and to empower communities, groups and individuals to become fully involved in changing their own lives. It is a process-oriented approach aimed at enabling communities to make positive choices for children. This involves developing new behaviours and articulating demands for services that will help promote these new behaviours. Information must not only be made available; it must be actively utilized to create an enabling and motivating environment. That environment includes the development of skills that will help in problem-solving and capacity-building.

13. The strategies for implementing this objective include: (a) identifying participatory approaches that involve households, local communities and especially women in determining problems, communicating messages and taking action; (b) organizing networks that expand young people's involvement in the planning and execution of UNICEF local actions; and (c) sensitizing policy and decision makers to children's issues.

D. Generating support and resources for the work of UNICEF

14. UNICEF seeks support for its work on behalf of children through the mobilization of positive public opinion, political will and material and financial resources. Communication builds the public profile of UNICEF worldwide and establishes its credibility. It does this by: (a) illustrating the effectiveness of UNICEF programmes; (b) affirming the identity of UNICEF as the leading global advocate for children; (c) presenting UNICEF as a centre of knowledge about children's issues; and (d) promoting special events that highlight UNICEF goals.

15. The effectiveness of UNICEF programmes is illustrated through the various media: publications, television, radio and the Internet. Special events highlight child rights issues and allow people and Governments to learn about UNICEF goals and achievements. Donor and media field visits and external evaluations at the country level help to mobilize resources.

E. Partners and target audiences

16. The specific partners, participants and target audiences in the implementation of the above-mentioned strategies are determined by local and national situations. They include but are not limited to Governments; policy makers; opinion leaders; media professionals; the private sector; NGOs; religious, cultural and educational organizations; the entertainment and sports sectors; service providers; decision makers; women's, youth and children's groups; communities; households; and above all, women and children. Target audiences also vary over time.

17. In industrialized countries, communication efforts are directed towards gathering support for, and commitment to, children's rights and UNICEF-supported programmes in developing countries. UNICEF communication activities in industrialized countries are carried out through its key civil society partners, the National Committees for UNICEF.

F. Principles: participation and partnership

18. The objectives outlined above are based on the principle of encouraging the active participation of all audiences in the realization of children's rights. This ensures an ongoing link

between creating and sustaining a social climate that is conducive to changing attitudes and behaviours and in mobilizing resources.

19. The participation of children and young people is especially important. Article 13 of the Convention on the Rights of the Child states that "the child shall have the right to freedom of expression; this right shall include freedom to speak, receive and impart information and ideas of all kinds, regardless of frontiers, either orally, in writing or in print, in the form of art, or through any other media of the child's choice". UNICEF communication projects encourage children to engage in activities that help them to express their thoughts and ideas while heightening their awareness; to explore global issues of development; and to acquire the knowledge and skills necessary to participate actively in their communities. The provision of information and the stimulation of debate on youth issues is most effective if young people themselves are supported in expressing their views and opinions in distinct forums for youth participation.

20. Collaboration is essential to the achievement of the objectives described above. In the future, UNICEF will need to build and strengthen partnerships with professionals in the communication field, including local and global media, and within the development community.

II. Communication channels and processes

21. Communication on child rights requires the effective utilization of all available channels to promote the widest possible participation of children, families, communities, civil society, the private sector, Governments, NGOs and other partners. UNICEF recognizes that in order to influence social norms and individual behaviours, information and ideas must be conveyed through a multi-channel approach, with each channel reinforcing the others. This requires selectivity at global, regional, national and local levels in choosing appropriate channels and processes depending on the goal, the nature of the communication objective and the targeted audience. The aim is to maximize effectiveness and ensure the broadest possible outreach with limited resources.

22. The UNICEF communication policy acknowledges that while modern media can promote model behaviour and motivate individuals and communities to change, they must be complemented by interpersonal communication in order to sustain such behaviours.

A. Electronic communication

23. The impact of rapid changes in the electronic media is greatly influencing UNICEF communication strategies. UNICEF is using these media not only to gain global support for its mandate but also as an interactive tool to influence attitudes, beliefs and behaviours.

24. Although access to the electronic media remains much greater in industrialized countries, the developing world is catching up. A recent independent study commissioned by UNICEF noted that almost every household in the industrialized world has at least one television set; in India there is now one television for every three homes; and in China at least 280 million homes have a television, with 60,000 sets purchased each day. The media environment also has seen sharp increases in informal and semi-formal video distribution channels. Changes in television technology, such as the replacement of analogue by digital signals, is expected to cause a further proliferation of channels.

25. At the same time, radio - an important medium for reaching key audiences - is undergoing a renaissance. Developments in radio delivery systems, such as digital audio broadcasting via satellite, have the potential to improve reception quality and attract previously unreached audiences. These developments will increase greatly the amount of information available to viewers and listeners. They will also increase audience segmentation as the number of channels grows rapidly.

26. Increased air time has expanded demand for programmes, including those on UNICEF issues, and narrowcasting makes it easier to reach target audiences. However, the task of working with media has also become more complex and resource-intensive. In addition, the increasing privatization of media means that many UNICEF offices have to consider paying for air time. Working with broadcasters requires increased research and more frequent contact with editors, producers and programme planners. In response to these trends, the last decade has seen a significant shift in UNICEF communication work, moving from largely centrally-originated print and film production to a more multi-media oriented approach that focuses on partnerships, targeted story development, co-productions and distribution of "raw materials" for finalization closer to the end-users. At the same time, communication in UNICEF has become more decentralized to meet the demand for country- and culture-specific strategies, with a greater emphasis on advocacy and social mobilization.

27. The most significant change has been in television. The priority given to television by UNICEF has increased markedly in the past 10 years. The organization has become an interna-

tional source of high-quality footage on children's issues, much of which is packaged and provided as "B-roll" or background material for broadcast use. Documentary footage, features and programmes are produced for specific events and television coverage is a key element in the launch of major UNICEF advocacy initiatives and in emergencies. Field offices and National Committees produce or co-produce their own television materials when appropriate, and often adapt centrally produced video footage for their own broadcasters. UNICEF also produces inexpensive public service announcements on child rights and survival issues that are broadcast by television stations worldwide on a pro-bono basis. In the future, UNICEF will increase its work with news and current affairs programmes.

28. With limited resources in a high-cost industry, UNICEF is and will continue to shift its focus from in-house productions to partnerships with television broadcasters to produce child-related documentaries, news coverage and programmes for children. Input into these co-productions usually consists of assistance with story ideas, information, contacts, logistical support on the ground and occasionally, a modest amount of seed money. UNICEF also engages in advocacy partnerships that bring broadcasters together to sponsor special days or themes that focus attention on the Convention on the Rights of the Child and on children's participation.

29. Animation has a unique quality that enables it to reach across cultural and linguistic boundaries. Several successful animation projects have been developed that draw attention to the situation of girls in South Asia, discuss children's health issues in Latin America and address gender discrimination issues and HIV/AIDS prevention in Africa. To support this effort, partnerships have been established with the animation industry, including a consortium to produce pro-bono animation spots on child rights.

30. The emergence of the World Wide Web has dramatically enhanced the potential of the Internet as a communication medium. UNICEF uses the Internet for advocacy, education and fund-raising and is exploring its usefulness as a means for distributing photographic and video materials. The UNICEF home page currently offers several thousand English, French and Spanish pages with the aim of extending the advocacy outreach of UNICEF material globally. Major publications, current press releases, key information on the Convention on the Rights of the Child and a search facility are available online, and in future more such materials will be placed on the Web. In a complementary manner, UNICEF internal global communication is being enhanced by the introduction of an Intranet for knowledge and information dissemination. For example, Executive Board members have the opportunity to use this Intranet site to retrieve advance copies of documents six weeks prior to the start of each session.

31. To date, 10 country offices and 16 National Committees for UNICEF are maintaining their own Websites in a variety of languages, with more offices going online. As more geographically remote parts of UNICEF come on the Internet, the need for coordination to achieve consistent design and content will become more acute. The inter-divisional Electronic Information Committee, established by the Executive Director in 1996, provides organization-wide guidelines on Web development. The continuous geographical and technological expansion of the Internet opens great potential for the UNICEF communication strategy and will also require increased global coordination.

B. Print

32. Publications support the organization's advocacy, knowledge-sharing and resource mobilization efforts. They present policies, perspectives and strategies for children in a comprehensive manner. The editorial and research work conducted for major publications feeds the overall information effort and provides material for the development of television, print journalism and electronic products.

33. In keeping with the decentralized nature of UNICEF communication efforts, a range of publications is produced by headquarters, the International Child Development Centre (ICDC), regional and country offices and National Committees for UNICEF. Headquarters publications, produced in close consultation with the Office of the Executive Director, articulate corporate policy on priority issues for global advocacy, experience exchange and fund-raising. ICDC publications draw on research carried out at the Centre and in conjunction with international research institutions. Field offices produce advocacy, programme and fund-raising publications on children's issues at the regional and national levels. Field offices and National Committees also adapt UNICEF material produced elsewhere for country-specific needs and in local languages.

34. A headquarters Publications Review Committee (PRC) coordinates and monitors the quality and cost-effectiveness of UNICEF publications. The PRC, chaired by a Deputy Executive Director, meets twice a year to review proposals for all publications originating in New York and at ICDC. Similar review committees also are being created in regional offices to oversee publication programmes in the regions. See the annex for further details on the UNICEF publications policy.

C. Channels for interpersonal communication

35. Interpersonal communication is a vital component of the UNICEF communication strategy. When access to mass media channels is either limited or not available, interpersonal communication is needed to convey information and to teach new skills. But more importantly, interpersonal communication plays a critical role in influencing behaviour and will often be an essential supplement to other communication channels if new attitudes and behaviours are to be successfully learned.

36. UNICEF supports programmes which deliver information through interpersonal channels in most developing countries. These programmes aim to inform people and to influence their behaviour through face-to-face communication using health workers, teachers and others as networks for outreach to the local level. The communication impact is reinforced by using community role models to convey the information, ensuring greater impact on behaviour.

D. Communication through participatory learning

37. The UNICEF communication policy stresses that effective communication necessarily is a two-way process that draws on the knowledge and experience of participants. It involves various target audiences in actual problem-solving and encourages participants not only to define and express their views but to develop, through critical analysis, their own solutions. It is a process realized through the work of educators, teachers, community health and development workers and other professionals who facilitate communication towards attitudinal and behavioural development and change.

38. Participatory learning is also the basis for education for development. UNICEF believes that just as young people have a right to information through the mass media, they also have a right to learning through which they can examine, discuss and explore relevant issues and concerns. Many UNICEF communication activities incorporate this strategy by supporting the work of teachers, educators and youth leaders; by promoting the production of relevant publications; and through the development of a special Website ("Voices of Youth") for intercultural dialogue among young people.

E. Traditional communication channels

39. The strength of traditional communication is that it builds on existing social networks, support systems and culturally relevant patterns of learning. The range of indigenous communication channels is wide and these channels reflect the uniqueness of each culture and the traditions that guide local normative behaviour for finding information and dispensing advice. However, a major challenge to working with traditional media is that it is not always easy to convey messages and stories to theatre and puppetry groups, folk artists and others without losing the integrity of the message. Without a strong monitoring mechanism, distortion can result. Nonetheless, UNICEF incorporates indigenous communication mechanisms whenever possible in its communication strategy.

III. Audience research, monitoring and evaluation

40. Much of the work of UNICEF in evaluating communication efforts tends to be formative in nature and centres on assessing communication processes and activities. At the country level, this involves supporting Governments, media agencies and NGOs in evaluations. The decentralized nature of communication within UNICEF encourages the selection of cost-efficient channels and a variety of media. It also supports the development of appropriate materials and of participatory communication processes. The organization's unique global network of communication professionals in field offices and National Committees facilitates this process.

41. Audience research activities are well established within UNICEF. Different methodologies at various organizational levels are used to target and monitor communication programmes. These include public opinion polls; media monitoring research; baseline media surveys; knowledge, attitude and practice studies; focus group discussions; participant observations; and in-depth interviews. A special UNICEF programme of audience research training has been developed with the BBC World Service for use by field offices and counterparts.

42. There are, however, special challenges in evaluating the impact of communication activities, particularly those aimed at changing attitudes and behaviours. It is possible to develop both quantitative and qualitative instruments to measure the impact of small and highly targeted interventions based on communication, but isolating their effects is more complicated. The target audiences for two-way dialogue and communication messages are subject to many different influences, so partitioning the role of information and motivation as components of communication is inherently difficult. As the scope of UNICEF programmes becomes wider at the country, regional and global levels, the development of valid and useful indicators is also a challenge. In the future, this is an area of evaluation activity which will require more methodological research both within UNICEF and the development communication community in general. The

Division of Communication and the Programme Division, as well as regional and field communication staff, have a responsibility and interest in this area, but the leadership role for evaluating the overall impact of communication efforts, as in all evaluation activities in UNICEF, rests with the Evaluation, Policy and Planning Division.

IV. Functional accountability at country, region and headquarters levels

43. Given the broad framework of communication for child rights outlined above, efforts in this field require an approach that is both comprehensive and specifically targeted. All efforts must be coordinated so that the UNICEF message is clear and compelling, from the global to the local level. The structure of accountability in communication reflects the decentralized nature of the organization, with responsibility placed at the level closest to the target audiences.

A. Country level

44. Communication functions at the country level are carried out in close collaboration with Governments, civil society partners and local media. These functions include the following:

(a) Ensuring that communication is integrated into the country programme planning process so that during the implementation phase, communication activities are directly linked with programme activities;

(b) Integrating a comprehensive communication situation analysis into the overall country situation analysis;

(c) Providing information support to headquarters and National Committees for UNICEF and the media in donor countries for the development of advocacy and fund-raising materials;

(d) Providing training in communication for counterparts, in cooperation with regional offices;

(e) Monitoring and evaluating communication activities within country programmes;

(f) Building alliances and partnerships with the wider United Nations system and with local communication organizations, the media, institutions and associations, as well as increasing national capacity through training, supplies or equipment, logistics and quality control;

(g) Producing publications, photographs, videos and other materials, using local languages as appropriate;

(h) Organizing special events at the national or local level for advocacy, resource mobilization or other such purposes;

(i) Coordinating, commissioning and conducting communication research.

B. Regional level

45. UNICEF communication personnel at the regional level maintain a network not only of UNICEF country office staff but also of communication specialists working in countries throughout the region. The regional officers, therefore, act as clearinghouses for accumulated knowledge within their regions and are able to present proposals and recommendations based on this broad network. This helps to ensure the optimal outcome for UNICEF work throughout the regions. Their specific responsibilities include the following:

(a) Providing support for and coordination of communication strategies between country offices and developing regional communication strategies;

(b) Reviewing the communication component of country programmes elaborated by country offices;

(c) Providing technical assistance to country offices, as needed, on communication issues, particularly during the planning of country programmes and projects;

(d) Serving as liaison and channels of communication between country offices in the region and headquarters;

(e) Developing strategies of communication to influence both legislation in the region and public policy on action for children;

(f) Building alliances and partnerships with regional media and communication organizations and institutions, with particular emphasis on working with other United Nations agencies;

(g) Producing appropriate materials in the major regional languages for general information purposes or on particular issues relevant to the region;

(h) Developing and conducting training in communication for staff at all levels;

(i) Participating in regional publications review committees to monitor the consistency of the UNICEF message and expenditures on publications in the region;

(j) Gathering and preparing regional human interest and success stories for the media and National Committees on

children's and women's issues, programme activities and other priority concerns.

C. Headquarters

46. The communication functions at UNICEF headquarters include the following:

(a) Formulating and monitoring communication policy guidelines and developing the long-term strategic direction for communication;

(b) Providing policy frameworks and setting standards for the use of communication through such publications as the Information Manual and Book D of the Policy and Procedure Manual on social mobilization and communication for change;

(c) Liaising with National Committees for UNICEF, the Regional Office for Europe and field offices;

(d) Liaising with the Joint United Nations Information Committee and the wider United Nations system to monitor, coordinate and present a comprehensive and coherent UNICEF message;

(e) Coordinating communication activities related to emergency situations in order to devise comprehensive and immediate efforts in donor countries and to help initiate or support strategies within affected countries;

(f) Organizing and coordinating media relations for the Office of the Executive Director;

(g) Producing communication products (publications, photos, videos, exhibits, etc.) and developing and maintaining a library of photographs and video footage;

(h) Presenting information about the situation of children in developing countries and in interesting and engaging ways to journalists of the international press corps based at the United Nations and elsewhere in order to get media coverage of UNICEF issues, and establishing other global media partnerships;

(i) Providing information to field offices and National Committees for UNICEF on emerging national and international issues;

(j) Ensuring up-to-date knowledge on the cost and impact of the changing global media environment through audience research and evaluation.

47. A UNICEF Global Communication Team (GCT) was established in 1997 with a secretariat based in the Division of Communication. The team is made up of the Directors of the Division of Communication and Programme Division; representatives from each of the regional management teams (including all the regional communication officers) and the chairperson of the National Committee Information Workshop. GCT acts as an advisory group for the development and coordination of global communication policies and strategies, ensures the integration of communication into the programming process and provides a forum for discussion of the latest communication trends and issues.

V. Human resources

48. From its earliest days, UNICEF has used communication for advocacy, behavioural change and fund-raising. Over the past decade, UNICEF has seen a major growth in the importance of the role of communication strategies in country programmes. To meet the future challenges of a modern communication strategy, the communication skills of all UNICEF staff need to be strengthened.

49. At the field level, the communication officer is most often responsible for national communication strategies and activities. This responsibility involves all aspects of communication, from working with the local media to organizing communication training for counterparts to developing communication programmes for sectoral support. Communication officers also have a responsibility to feed information about the country programme to regional offices and headquarters in support of fund-raising and advocacy activities. Technological advances, the broadening scope of communication in UNICEF and not least the globalization of communication pose significant challenges to the organization's staff. A dynamic and adequate human resources policy in this area is therefore required if UNICEF is to realize its full potential in communication. The Divisions of Communication and Human Resources, in collaboration with the regional officers, have undertaken a review of the skills profile of communication staff and revised generic job descriptions the better to reflect future requirements.

VI. Recommendation

50. The Executive Director *recommends* that the Executive Board adopt the following draft recommendation:

The Executive Board

1. *Endorses* document E/ICEF/1998/10 on the UNICEF communication strategy as a broad policy framework for UNICEF communication activities, including the continuing efforts of UNICEF to improve research

and evaluation capacities and the communication functions for country, regional and headquarters levels;

2. *Supports* the approach outlined in the policy, which defines UNICEF communication functions as including information, advocacy, behavioural development and change, and social and resource mobilization;

3. *Encourages* the Executive Director to intensify UNICEF efforts to strengthen collaboration and partnerships with relevant sectors of the communication field.

Annex

Review of UNICEF publications

1. Publications are a crucial channel for raising awareness of children's and women's issues and for articulating UNICEF policies, strategies and programmes for improving the survival, development and protection of children worldwide. The editorial and research work carried out for the development of major print publications provides content for other communication materials, including television, print media, exhibitions and electronic products. Major publications are launched by the Executive Director or other senior staff to initiate global action on specific issues. The press launches are often accompanied by audio-visual material to reinforce advocacy or social mobilization on a particular subject. Publications are also used to share knowledge, data and information on children's issues and are used by expert groups and academic institutions. Increasingly, UNICEF is emphasizing publications for younger audiences that promote tolerance, peace and global interdependence.

2. As the proposed communication policy makes clear, all UNICEF communication activities are decentralized. Thus, publications are produced not only by UNICEF headquarters but by the International Child Development Centre (ICDC), regional and country offices and National Committees for UNICEF. Flagship publications, produced by headquarters in close consultation with the Executive Office, articulate corporate policy on priority issues. ICDC publications draw upon the research carried out both at the Centre and in conjunction with other international research institutions. Regional and country offices publish materials on regional or national child-related issues. All headquarters publications are produced in English, French and Spanish. The majority are also translated into the other official United Nations languages by regional and field offices. Other headquarters publications are also adapted at the local level for country-specific needs.

Publications Review Committee

3. The UNICEF publications policy is formulated and reviewed by the Publications Review Committee (PRC), which also monitors the coordination, quality control and cost-effectiveness of the UNICEF publication programme at headquarters. The PRC, chaired by a Deputy Executive Director, meets several times a year to discuss the publications policy and review proposals for all publications to be produced by headquarters and ICDC. It considers and approves publication proposals in terms of their purpose and objective, intended audience, potential duplication with existing publications and budget.

4. In an effort to establish a corporate policy and reduce the proliferation of different styles and formats, the PRC has established four categories of UNICEF publications:

(a) Advocacy and fund-raising publications, including booklets, brochures, pamphlets, posters and books, designed to advocate for children and women and UNICEF objectives. They are produced either internally or with commercial publishers, are formally edited to UNICEF corporate standards and are intended for the general public, media, Governments, non-governmental organizations (NGOs), professional institutions and other appropriate audiences;

(b) Co-publications, which draw upon the experience and knowledge of UNICEF and contribute technical information on child development issues and are intended for technical experts, Governments, development NGOs, academics, research institutions and libraries. They are produced with external publishers, including university presses and other United Nations bodies, and are not necessarily formally edited by UNICEF;

(c) Programme and technical materials classified as "best practices", guidelines or working papers, designed to provide information to UNICEF staff and their counterparts or to serve as documentation for meetings of expert groups and programmers. They are produced in-house with inexpensive pre-printed covers and are the responsibility of the issuing UNICEF office or division. Publications which articulate UNICEF policy in specific programme areas are included in this category, but are produced in a different format;

(d) Training materials produced in-house, mainly by the Programme Group, the Division of Human Resources or the Information Technology Division for the training of UNICEF staff and counterparts.

5. Similar review committees are being established at the regional level in order to oversee regional publications policies and coordinate field office publications.

Headquarters advocacy publications

6. The major publications in the advocacy category include *The State of the World's Children* (*SOWC*) report and *The Progress of Nations* (*PON*). *SOWC* is published annually in the six official languages of the United Nations and in some 40 other languages (through UNICEF field offices and National Committees). The preparation of each report is based on a consultative process which draws on UNICEF experience

worldwide and the expertise of relevant United Nations bodies, development institutions and NGOs. According to a draft report that reviewed United Nations social "flagship" reports, prepared in late 1997 by the United Nations Research Institute for Social Development, *SOWC* raises the profile of UNICEF and also generates publicity for the United Nations itself. The review saw *SOWC* as an influential advocacy document and a leading research publication that had been able to advance development policy debates and had significantly influenced both policy and development discourse with respect to children.

7. *PON* was initiated to monitor progress towards the goals for the year 2000 established by the World Summit for Children. Through lead articles, panels and statistical charts and tables, *PON* seeks to draw lessons from the successes achieved to date. Different sets of indicators are chosen each year in selected areas, including child health, nutrition, education, family planning, progress for women and civil rights and freedoms. Nations are grouped by region and are ranked according to their progress. The report also focuses on selected issues relating to children living in industrialized countries and has emerged as a major publication for the promotion of child rights.

8. *SOWC* and *PON* are launched globally by the Executive Director, in locations chosen for their access to the international media. Field offices and National Committees also hold press conferences and other promotional events. These occasions provides not only wide public exposure to the issues through extensive media coverage but also important opportunities for dialogue with high-level officials and key policy makers. Some regional and country offices produce complementary material to draw attention to local situations. In addition, the launch of *SOWC* each December allows many National Committees to highlight their greeting card campaigns and boosts general fund-raising efforts. In recent years, UNICEF has been independently evaluating the success of these launches in drawing the attention of the media to children's issues. The extensive media coverage generated by these launches is due in no small measure to a carefully planned multi-media and multi-lingual strategy; the print publications are reinforced by a press conference, press kit, specially prepared videos and Internet pages in English, French and Spanish.

9. In addition to *SOWC* and *PON*, which advocate for children by focusing on key issues, UNICEF headquarters produces a number of publications which describe the activities of the organization and provide financial information on income and expenditure. They include the *Annual Report* - a summary of the organization's activities during the previous year - which was shortened and revamped in 1997 to reduce costs, sharpen focus and improve the presentation of financial information. The report is a major source of information about UNICEF for Governments, donors, partner agencies, National Committees, NGOs and academic institutions. Also published annually is *Facts and Figure.*, an inexpensive information and fund-raising leaflet that is popular with National Committee volunteers and supporters and relies largely on graphics to present basic facts about UNICEF. *UNICEF at a Glance*, which is published periodically and provides an overview of the work of the organization, has a shelf life of several years.

10. Also in the advocacy category are such publications as *Adjustment with a Human Face*, which recorded the social cost paid for the structural adjustment programmes of the 1980s, particularly in Africa, and provided essential documentation for the international effort that led to important modifications in adjustment programmes. The annual "MONEE" report, published by ICDC, highlights the impact on children of the transition to market economies in Eastern Europe and the former Soviet Union. The attention which such publications receive serves to increase awareness and assist the process of international dialogue and policy adjustments.

Co-productions with United Nations agencies

11. A priority of the publication programme is to support major international conferences and United Nations initiatives and campaigns on such issues as HIV/AIDS, child labour or land-mines. Many publications are produced jointly or in cooperation with other United Nations bodies to ensure that the particular perspective of UNICEF and its substantive knowledge of children's issues is incorporated. Examples of co-published titles include *Children and the Environment*, with the United Nations Environment Programme, and *The State of the World's Vaccines and Immunization* with the World Health Organization (WHO).

12. *Facts for Life*, published with the United Nations Population Fund, the United Nations Educational, Scientific and Cultural Organization and WHO, is one of the most widely used joint United Nations public health information and communication tools. A recent evaluation noted that more than 15 million copies have been published in 215 languages, and that the publication reaches down to the community level.

Commercial co-publications

13. UNICEF is increasingly working with commercial book publishers in order to reduce production costs, improve outreach and access to bookstores, libraries, sales catalogues, etc., as well as to generate royalty income. While many of the books

are for adults and are academic in nature, an increasing number are targeted at younger audiences. Some of the collaborative partnerships are extremely successful. *Children Just Like Me* was published in 17 countries and as of end-1997, almost 1 million copies had been sold. Its sequel, *Celebrations*, was published in September 1997 and has already appeared in 11 languages. Other recent commercial publications include *Education for Development: A Teachers' Resource for Global Learning*, co-published in France, Germany, Japan, the Netherlands, Sweden and the United States, and two publications on the relationship between children and the environment, *Children's Participation* and *The Environment for Children. I Dream of Peace*, a book of drawings, letters and poems by children in the former Yugoslavia, was published commercially in 10 languages in some 20 countries. The book raised public awareness and royalty income was directed to programmes for war-affected children. Co-publishing is growing and contacts with book publishers are generated through participation in book fairs and other initiatives.

Distribution

14. Target audiences and print runs are carefully determined before commencing work on any publication. Distribution of headquarters publications is decentralized, with bulk orders shipped to the field offices and National Committees. They then establish their own contact lists and distribute the materials locally. A new contact management and distribution software has recently been developed to facilitate audience targeting, inventory control and detailed categorization of materials by themes and languages. The software is also a useful tool for assessing readership, conducting impact evaluations of specific publications and improving cost-effectiveness.

15. Details on the headquarters publication budget, including print runs and cost-savings, were presented in the biennial support budget (E/ICEF/1998/AB/L.1) approved by the Executive Board at its first regular session of 1998.

Evaluation

16. Periodic reviews are carried out to evaluate the usefulness and cost-effectiveness of publications and to eliminate titles that overlap or are no longer relevant to the changing needs of the organization. External reviews by independent experts were carried out in 1982, 1990 and 1996. The 1990 evaluation of UNICEF external relations and the Booz-Allen and Hamilton management study also commented on the publications programme. As a result, the publications programme has been reduced and more stringent processes established to ensure better targeting, outreach through multi-media approaches and cost- effective publishing.

17. The steps taken in 1996 include the establishment of the PRC and the consolidation of the management of all New York publications into the Division of Communication. This resulted in a more cohesive publications policy and an overall reduction of funding for them. In addition, publication of *First Call for Children*, a quarterly journal, was halted.

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For action

Report on the work of the UNICEF Executive Board and secretariat on a resource mobilization strategy for UNICEF

Summary

The present report is the second to be prepared in response to Executive Board decision 1998/6 (E/ICEF/1998/6 (Part I)). It focuses on the work of the secretariat and the Board on a resource mobilization strategy for UNICEF. The report will be transmitted to the Economic and Social Council, together with a summary of the Board's discussion of this issue at the annual session. Following the session, the Executive Director will produce a draft resource mobilization strategy for discussion at the second regular session in September, with a view to adopting the strategy at the first regular session in 1999.

* E/ICEF/1998/7.

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INTRODUCTION

1. The present report is the second to be prepared in response to Executive Board decision 1998/6 (E/ICEF/1998/6 (Part I)), in which the Board decided to hold at least one inter-sessional meeting, open to all delegations, in the first quarter of 1998 to discuss a resource mobilization strategy for UNICEF. The first inter-sessional meeting, held on 5 March 1998, was based on a conference room paper (E/ICEF/1998/CRP.7) and allowed delegations and a representative of the Standing Group of National Committees for UNICEF to exchange views on elements of the resource mobilization strategy.

2. The next step called for by decision 1998/6 is the present report, produced for discussion at the annual session of the Executive Board and focusing on the work of the secretariat and the Board on the strategy. The report will be transmitted to the Economic and Social Council together with a summary of the discussion at the annual session. Following the session, the Executive Director will produce a draft resource mobilization strategy for discussion at the second regular session in September, with a view to adopting the strategy at the first regular session in 1999.

3. The context for developing the resource mobilization strategy is provided by General Assembly resolution 50/227 of 24 May 1996, in which the Assembly decided that the governing bodies of the funds and programmes should adopt, in the context of their programme arrangements and financial plans, a specific and realistic target for core resources, based on their programme needs and specific mandates. The Assembly stated that the governing bodies of the funds and programmes should take decisions on their own funding arrangements, and stressed the importance of keeping Member States informed of the financial picture of the funds and programmes, as well as the relationship between programme requirements and available funding.

4. Continuing this discussion, the Economic and Social Council, in its resolution 1997/59 of 24 July 1997, recommended that the Executive Boards of the funds and programmes review and monitor their funding arrangements, with a view to making funding more secure and predictable with respect to core resources, and with a view to meeting their funding targets, their programme objectives and the priorities and needs of programme countries. The Council called upon the Executive Boards to take decisions on their own funding arrangements in accordance with Assembly resolution 50/227, and to report thereon to the Council at its substantive session of 1998.

5. To respond to the requests of the Assembly and the Council, the UNICEF Executive Board began a process of consultation and discussion with the secretariat at its third regular session of 1997, when it decided to have the Executive Director present an oral report on the issue of resource mobilization to the first regular session of 1998. In that report (reproduced in E/ICEF/1998/CRP.7), the Executive Director described efforts undertaken by the secretariat to address the issue. These included the formation of a team to review UNICEF resource mobilization efforts, emphasis on the importance of general resources (core resources), increased emphasis on private sector fund-raising, a review of the Private Sector Division (PSD) (formerly the Greeting Card and related Operations), expanded collaboration with the international financial institutions and improved contributions management. The Executive Director asked a number of questions of the Board, including how UNICEF could assist Governments in securing funding for children, the possibility of securing multi-year funding for core resources and how countries could increase their resources for children.

6. These questions were also discussed in greater detail at the inter-sessional meeting of 5 March, which identified several areas for further consideration. These issues will contribute to the draft resource mobilization strategy to be submitted to the Board at the second regular session in September.

7. The issue of resource mobilization is also being discussed in other forums, including the Second Committee, the Economic and Social Council and the working group of the United Nations Development Programme/United Nations Population Fund Executive Board. The secretariat is following these discussions closely to benefit from their findings and conclusions and to avoid duplication of effort. The secretariat has also been pleased to respond to individual delegations which have wished to discuss the resource mobilization efforts of UNICEF.

KEY ISSUES FOR CONTINUED CONSIDERATION

8. It is important to state at the outset that a total of eight Governments increased their local currency contributions to UNICEF general resources in 1997, although the continued strength of the United States dollar adversely affected UNICEF income. The secretariat intends to include an analysis of the effect of exchange rate fluctuations and possible options to minimize their effect in the draft strategy to be submitted to the second regular session. Total UNICEF income in 1997 was also affected by a decline in supplementary funds contributions.

9. Since 1990, total government contributions (general resources and supplementary funds) to UNICEF have fluctuated between $500 million and $700 million, peaking in 1992 and

falling back almost to the 1990 level in 1996. In that same period, the level of contributions to general resources has not changed significantly. Over the last five years, the same top five government donors (Japan, the Netherlands, Norway, Sweden and the United States) have contributed an average of 65 per cent of general resources provided by Governments. The top 10 donors today are responsible for more than 80 per cent of government general resource contributions (in addition to the Governments listed above, they are Denmark, Finland, Italy, Switzerland and the United Kingdom). Programme countries have consistently contributed around 10 per cent of government general resources. The proportion of general resources to supplementary funds over the last 10 years has ranged between 69 and 54 per cent, with significant fluctuations in both supplementary and emergency funds. Thus, the fluctuation in total income is primarily a direct result of the fluctuation in supplementary funding and emergency contributions. Private sector income, on the other hand, has shown a steady rise since 1990, from close to $200 million to about $300 million in 1996. The private sector now contributes almost one third of total general resources (1997 figures).

10. Whether or not UNICEF has reached a plateau in core resources from Governments will depend on the willingness of a number of Governments to assume a higher profile in providing financial support to the organization and on the willingness of those Governments that provide the lion's share of support to continue increasing their contributions. How to widen the pool of donors to include more Governments, including those of programme countries, and identifying what actions may lead to increased contributions from existing donors are key challenges to be addressed by an effective resource mobilization strategy. In terms of generating revenue from other sources, UNICEF has a distinct advantage within the United Nations system because of its historic relationship with the general public and the private sector, through the work of the National Committees for UNICEF and the Goodwill Ambassadors.

A. What the secretariat needs to do to create conditions for effective fund-raising

11. The first and most important condition for effective fund-raising is for UNICEF to continue to develop sustainable, quality programmes at country level that show demonstrable results for children and women. UNICEF must be able to show the impact of its programmes, including capacity-building and advocacy efforts. The development and implementation of guidelines and indicators for rights-based programming will be key to assessing the impact of UNICEF programmes.

12. The secretariat attempts to summarize the UNICEF contribution to the improvement of the situation of the world's children and the demonstrable results achieved in a number of reports and publications aimed at different audiences. These include the report of the Executive Director that is submitted to the Executive Board each year at its annual session; the two flagship publications, *The State of the World's Children* and *The Progress of Nations*; and other, more technically oriented publications. The communication strategy being presented to the Executive Board at the annual session (E/ICEF/1998/10) discusses the use by UNICEF of print media and other forms of communication to bring attention to the needs of children.

13. While maintaining its present focus on country programmes and improved efficiency through the Management Excellence Programme, UNICEF is looking ahead, through both the end-decade review of the progress made since the World Summit for Children and the organization's focus beyond the year 2000, which will be strongly guided by the Convention on the Rights of the Child. Despite significant progress to date, current available data suggest that achieving some of the decade's goals globally and in many regions will not be easy. Issues affecting the situation of children, and thus the achievement of the goals, include the continuing rise in poverty and inequality, declining official development assistance and reduced public expenditure on basic social services, the continued spread of HIV/AIDS, the increasing number of humanitarian emergencies affecting children and the removal of centrally subsidized safety nets in countries in transition from centrally planned to market-driven economies. To address these and related issues, late in 1997 the Executive Director established a high-level "futures group" that is working to define an agenda for UNICEF for the new century. The work of this group, which is ongoing, will inform the definition of the organization's priorities and identity in the years to come and will be crucial to fund-raising and resource mobilization efforts not only for UNICEF but for the global agenda for children.

14. Good programmes must also be reflected in good donor reports. As stated in the Executive Director's oral report to the first regular session of 1998, contributions management –including improved reporting to donors on the use of both general resources and supplementary funds–is a priority for country offices and UNICEF representatives. To that end, a work plan for contributions management is being finalized, a related training module that is under development will include guidelines on resource mobilization, and the annual briefing for new representatives scheduled for May 1998 will cover these and related issues. Donor reports must show in qualitative terms how progress is being made for children and indicate the specific advantages of UNICEF cooperation in a given area. It

has been suggested that these types of results then be used in large-scale efforts to mobilize additional resources for thematic or regional interventions. It is also expected that the Programme Manager System will allow better management analysis of the effective and efficient use of UNICEF financial resources.

15. As for supplementary funds, the secretariat is prepared to work with the Executive Board to provide clearer information on the basis for the amounts recommended in country programme recommendations (CPRs) for approval for fund-raising efforts, and to report on the amount of these funds received for country programmes during the course of their programme cycles. Country offices are instructed to make realistic supplementary funds proposals, based on the country programme's history of attracting supplementary funding and indicators from potential donors. CPRs submitted to the Executive Board already indicate how the programme will be affected if supplementary funds in the amount approved by the Board are not received. While donors (governmental and others) are always encouraged to give priority to providing core resources, supplementary funds represent an important source of additional revenue that normally cannot be made available as core resources for various reasons. UNICEF has a long tradition of exploring opportunities for supplementary funding from all categories of donors. The Executive Board will have an opportunity to discuss the recovery cost policy for supplementary funds at the second regular session of 1998.

16. Contributions for emergencies are another source of supplementary funds. UNICEF emergency income has varied considerably since 1991 (between $100 million and $200 million per year), depending on the number, severity and visibility of events over the period. The Executive Board's formal agreement on the UNICEF policy and strategy for children in emergencies has enabled the organization to concentrate its efforts and streamline its partnerships to focus specifically on the survival and protection needs of children and women. Nevertheless, the response rate to the UNICEF portion of the inter-agency consolidated appeals ranges between 30 and 50 per cent of stated requirements. Of the contributions which are received, all are limited to a maximum one-year duration despite the protracted nature of the problems being addressed. With a view to enhancing the organization's ability to consistently deliver a predictable set of responses for children in crises, the resource mobilization strategy will examine distinct ways of increasing the level and predictability of resources available for emergency action.

17. Targeted, effective lobbying and advocacy by UNICEF and the National Committees are critical to maintaining the profile necessary for successful fund-raising, whether with Governments or civil society at large. The Programme Funding Office (PFO), with primary responsibility for dealing with donor Governments, maintains and updates profiles of all donor Governments and coordinates UNICEF-wide fund-raising efforts with Governments, including those of UNICEF field offices. Executive Board members have raised a number of issues related to their own ability to provide funding to UNICEF, which are discussed in paragraph 25 below, and the secretariat looks forward to exploring with them ways in which its consultations with Governments may promote more effective resource mobilization for UNICEF.

18. The relationship between UNICEF and civil society is a key responsibility of the 37 National Committees, which contribute almost one third of the organization's income and, to a large extent, are the voice of UNICEF in industrialized countries. The importance of National Committees for resource mobilization, in the past and for the future, is illustrated clearly by this statistic: contributions from National Committees (to general resources and supplementary funds) tripled between 1987 and 1996, while government contributions (to general resources and supplementary funds) grew by less than one half. In addition to raising funds for UNICEF, the Committees play a key role in increasing public awareness about children's and development issues, thus raising the profile of UNICEF in their countries and creating a climate favourable to their Governments' and the public's – continued support for the organization. For example, as reported to the Executive Board at the first regular session of 1998, recent advocacy work by National Committees has focused on child labour, the sexual exploitation of children and land-mines. The Regional Office for Europe has begun a joint strategic planning process by having all secretariat offices working with the Committees review their priorities and activities. That review resulted in new internal mechanisms for collaboration and coordination, clearer procedures for policy guidance and oversight, and priorities for joint planning. These steps will allow the secretariat to provide improved support to the National Committees throughout 1998 and beyond. This issue will be elaborated further in an oral report on the implementation of the policy regarding National Committees to be presented at the annual session.

19. As indicated by the representative of the Standing Group of National Committees at the inter-sessional meeting on 5 March, an issue of concern to the Committees is the development of a corporate policy on private sector partnerships. Corporate partnership guidelines currently are being prepared and will be finalized in consultation with the National Committees. Given its vast potential, the overall relationship between UNICEF and the private sector requires special attention. In recognition of the importance of increasing private sector

revenue, PSD has taken a number of steps to strengthen private sector ties, including the establishment of a new section that is responsible for developing and managing international corporate fund-raising alliances, for example with multinationals, international service clubs and foundations. PSD will work closely with PFO, other divisions and the National Committees to develop further strategies for these new partnerships, including the identification of programmatic themes to focus potential donors' attention on children's needs.

20. Other potential sources of increased funding for UNICEF are the European Union and the international financial institutions. The Regional Director for Europe has informed the Executive Board about the ongoing work of the UNICEF office in Brussels to develop policy dialogue with several Directorates and to improve working relationships on funding issues with the European Union's humanitarian office. However, collaboration with the Union, despite its potential, remains challenging, particularly in administrative terms, for UNICEF and other United Nations agencies. Executive Board members have encouraged closer cooperation with the European Union, including fund-raising, and the secretariat would welcome the advice and assistance of member countries in addressing some of these issues.

21. As for cooperation with the World Bank, a meeting held in Washington, D.C. in late February identified collaborative advantages for UNICEF and the Bank in a number of areas. For example, a working group on post-conflict will focus on landmines, juvenile justice, youth and education. The World Bank is willing to consider financing staff in UNICEF emergency offices, especially in countries moving from conflict to reintegration and resettlement. Already, the Bank has provided $2 million to UNICEF for demobilization and community rehabilitation in the Democratic Republic of the Congo. A project on education in emergencies is being revised for submission to the Bank's Institutional Grants Facility. In the area of girls' education, collaboration will focus on early childhood care and development, quality education and education as an alternative to child labour. The Bank has agreed to provide a $5 million grant for moving ahead with best practices for girls' education in Southeast Asia.

22. Other areas identified for collaboration include global knowledge networks, sectoral investment programmes (SIPs), monitoring of poverty and progress towards the goals of the World Summit for Children, procurement services and staff exchanges. In addition, as the Executive Director informed the Executive Board in January, a significant new partnership with the World Bank is underway in Yemen, where a joint programme for children has been developed. Under the proposed country programme, which will be submitted to the Board at the second regular session in September, UNICEF would become a collaborating partner with the Government and the Bank for a $30 million loan from the International Development Association. Project components will include community-based schools, with priority on girls' education, early childhood development, decentralized health services and income generation for rural women. A comprehensive monitoring and evaluation programme will include project monitoring and measuring the impact of project interventions.

23. UNICEF and the World Bank will meet bi-annually to review this growing partnership. The Executive Director of UNICEF and the President of the World Bank will send a joint letter to the headquarters and field staff of both agencies to outline the expanded partnership and explain strategies for collaboration. These developments have resulted in the immediate provision of resources for programmes benefiting children, with the potential for further resources. Some of these resources will flow through UNICEF while others will augment the UNICEF contribution. UNICEF will also be able to contribute to the development of SIPs and to lead policy reviews for greater donor coordination on social SIPs, which will give UNICEF wider opportunities to advocate for children.

24. Finally, the secretariat will attempt to show the funding requirements implied by UNICEF programme objectives and its assumptions about governmental and non-governmental contributions in the organization's strategic medium-term plan, which is presented to the Executive Board on a rolling basis every two years, except for the financial plan, which is updated annually. The medium-term plan for the period 1998-2001 will be presented to the Executive Board at the second regular session of 1998.

B. Issues for the Executive Board's consideration

25. General Assembly resolution 50/227 and Economic and Social Council resolution 1997/59 stress that it is the responsibility of the Executive Boards of the funds and programmes to monitor and take decisions on their funding arrangements. During the UNICEF Executive Board's discussions of a resource mobilization strategy, during the first regular session of 1998 and at the 5 March inter-sessional meeting, delegations raised a number of issues that would benefit from more detailed consultations between Board members. These include the possibility of setting financial targets for government donors and of negotiated multi-year contributions to UNICEF. The secretariat is willing to work with the Board on ways to address various issues raised, such as burden-sharing, the question of

how to define exactly what is meant by Governments needing to provide the 'bedrock' of core contributions on a sustainable basis and what proportion of the total contribution ensures that UNICEF continues to be characterized as an inter-governmental organization. The secretariat welcomes the suggestion made at the inter-sessional meeting that interested delegations would work together to address these and other issues and looks forward to discussing these consultations.

C. Exploration of new and innovative means to tap non-governmental wealth

26. As indicated in paragraphs 18–19 above, UNICEF is fortunate to have what amounts to 37 'laboratories' for tapping non-governmental wealth in the form of the National Committees for UNICEF. The National Committees are innovative in their fund-raising strategies and experiment with new approaches to working with civil society and generating resources for children. PSD is strengthening further the ability of UNICEF to support the transformation of successful country-level initiatives by the Committees into multi-country or global interventions. These innovative initiatives include "Change for Good", "Check-out for Children", royalty licensing agreements with Flik Flak and Caran D'Arche and, at local level, city partnerships.

27. As the Executive Director indicated in her oral report to the first regular session of the Executive Board, UNICEF is collaborating with the United Nations Trust Fund to make effective use of the funds to be donated by Mr. Ted Turner which, hopefully, will be augmented by donations from other private donors.

28. Another issue that could be addressed is the exploration of new and innovative modalities for funding of continued programme involvement in countries that no longer qualify for allocations from general resources (under the policy approved by the Executive Board in 1997), but where, nonetheless, the experience and expertise acquired by UNICEF could still make significant contributions in terms of advocacy for implementation of the Convention on the Rights of the Child and the achievement of the goals of the World Summit for Children.

29. Finally, the secretariat looks forward to additional comments from Executive Board members on the questions posed by the Executive Director in her oral report at the first regular session of 1998, which were also incorporated in the conference room paper prepared for the 5 March inter-sessional meeting. These comments by delegations will provide additional guidance for the preparation of the draft resource mobilization strategy that will be presented to the Board at the second regular session in September 1998. The questions are reproduced below:

(a) How can we better assist you in securing the funding that is essential if, together with other partners, we are to meet the commitments to the world's poorest children as outlined in the Convention on the Rights of the Child and the World Summit goals?

(b) What will the impact of United Nations reform be on the resources available to UNICEF and how – together – may we ensure that a positive impact is realized?

(c) Are we canvassing Governments and the private sector in the appropriate places, at appropriate levels and with the appropriate effect?

(d) Has the time come to pursue more vigorously multi-year funding for core resources?

(e) Will accepting large amounts of funds from new and different sources, such as the international financial institutions, challenge the character of UNICEF?

(f) Are there drawbacks in the present functioning of UNICEF which, to your knowledge, limit our resource mobilization capacity?

(g) What can you, as key partners, do to increase your own financial resources for development, and for direct support for children in your own countries?